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REPORT
OF THE
ADMINISTRATIVE
ENQUIRY COMMITTEE
1948

B. B. R. A. S.

BOMBAY BRANCH
OF THE
ROYAL ASIATIC SOCIETY.
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REPORT

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ADMINISTRATIVE ENQUIRY COMMITTEE

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REPORT OF THE ADMINISTRATIVE ENQUIRY COMMITTEE.

INTRODUCTION.

Appointment of the Committee.

1. The Committee was appointed under the following Resolution No. 6745/33, dated the 28th November 1946, of the Bombay Government in the Finance Department :—

"The Government of Bombay is pleased to appoint a Committee consisting of the following members for the purpose appearing in the terms of reference :—

Chairman.

1. Dr. Jivraj N. Mehta, M.D., M.R.C.P., L.M. & S., F.C.P.S., M.L.A.

Members.

2. Principal D. G. Karve, M.A.
3. Mr. S. B. Tyabji, I.S.E. (Retired).
4. Sir Ivon Hope Taunton, C.I.E., I.C.S., Chief Secretary to Government.

Member and Secretary.

5. Mr. J. Santos, I.A.A.S. (Retired), Financial Adviser to Government.

"2. The terms of reference are as follows :—

(*i*) To recommend, with special reference to the Reconstruction and Development Plans of Government, the means of providing an efficient and economical administrative machinery, and, with that object :—

(*a*) to examine generally the growth of expenditure, temporary and permanent, on administrative machinery since 1938-39 ;

(*b*) to enquire into the working of such machinery ;

(*c*) to consider methods of curtailment of expenditure and of increase of efficiency ;

(*d*) where measures of curtailment of expenditure involve retrenchment of staff, to examine whether and how the surplus staff may be absorbed in the requirements of the Reconstruction and Development Plans ;

(*e*) to consider methods of recruitment of additional staff ; and

(*f*) where the field of recruitment is unduly limited by reasons of lack of facilities for training, to consider measures for the expansion of those facilities.

(*ii*) The detailed revision of permanent pay-scales will be a matter for separate consideration by Government, but the Committee is not precluded from suggesting the broad principles of such revision.

(*iii*) Questions of policy will be the concern of Government ; but it will be open to the Committee to indicate the economies which might be effected if particular policies were abandoned or modified or certain other policies adopted.

" 3. The travelling allowance of the non-official members of the Committee should be regulated in accordance with rule 1(*i*) (*b*) in Section I of Appendix XLII-A to Bombay Civil Services Rules, Volume II.

" 4. Mr. M. V. Tilve, Assistant Secretary to Government, Finance Department, should work as Assistant Secretary to the Committee."

2. On his appointment as Director-General of Health Services in the Government of India, Dr. Jivraj Mehta went to Delhi on the 18th of August 1947, and Principal Karve acted as Chairman in his absence. Finding it increasingly difficult to spare time for the Committee's work, owing to preoccupation with his duties as Director-General of Health Services, Dr. Mehta tendered resignation of his membership of the Committee on the 13th November 1947. Government accepted his resignation, and appointed Principal Karve as Chairman of the Committee under Resolution No. 6745/33, dated the 6th December 1947.

3. In the meantime, the detailed revision of pay-scales, which was entrusted to Mr. Santos in his capacity as Financial Adviser to Government, had reached an urgent stage involving heavy work, and it was found necessary to relieve Mr. Santos of his duties as Secretary of the

Committee. Mr. M. R. Yardi, M.A., I.C.S., was accordingly appointed full time Secretary of the Committee on the 11th August 1947, Mr. Santos continuing as member.

Scope of the Enquiry.

4. We have conceived our task as embracing the whole field of administration, and have approached it from three different angles, namely, efficiency, economy and association of the public with the administration. In Chapter IV we have examined generally the growth of expenditure on administrative machinery since 1938-39. In Chapters VI, VII, VIII and IX we have suggested changes either of structure or of procedure in the present administrative machinery so as to make it an efficient and economical instrument of Government policy. In Chapter V we have recommended that nationalised industries or public utility concerns should be operated through the medium of public corporations. In Chapter XI suggestions have been made regarding methods of recruitment, principles for the reabsorption of retrenched staff and provision of training facilities for the services. In Chapter XII we have shown how, with adequate supervision and guidance, the local bodies can be made an efficient instrument both for decentralisation and for the association of the non-official element with district administration. In an interim report [Appendix D (II)], we have indicated the principles on which the pay-scales should be revised and allowances attached to them. As enjoined by term (*iii*) of our terms of reference, we have eschewed questions of policy except in so far as they affect administrative efficiency or involve measures of economy.

Procedure.

5. Naturally, the first task to which we addressed ourselves was to formulate the procedure of enquiry. The Bombay Reorganisation Committee, 1933, popularly known as the Thomas Committee, had taken as the basis for their enquiry Reviews of Administration prepared at the instance of the then Governor, Sir Frederick Sykes, summarising the organisation and functions of each department. The new departments which had come into being since the Thomas Committee reported were requested to prepare fresh reviews, while the older ones were asked to bring their reviews up to date. As our terms of reference laid special emphasis on the reconstruction and development

programme of Government, we obtained a copy of the Post-War Reconstruction Plan as finally adopted by Government. In the course of our enquiry we sought information regarding the recruitment rules to the various services under Government and the facilities provided for training recruits. As our enquiry progressed, we found it necessary to obtain information on specific points not only from the departments of the Bombay Government but from some other Provinces as well. We are extremely grateful for the readiness with which the information called for by us was placed at our disposal.

6. A Press Note was issued through the Director of Publicity inviting suggestions from public bodies and persons on the subject matter of our enquiry. Government also issued a circular permitting the heads of departments and officers to send us written memoranda suggesting improvements in the administrative machinery. As our terms of reference were very wide, we thought it necessary to issue a comprehensive *questionnaire*, reproduced as Appendix A. About 5,000 copies of this *questionnaire* were distributed among public men and public institutions. Special *questionnaires* were issued regarding the employment of lady medical practitioners and the organisation of Government grain shops. The total number of replies received by us was 385. They furnished us much useful information on the different aspects of administration and suggested fresh lines of approach.

7. We started work in Bombay on the 4th December 1946 and held in all 102 sessions in Bombay and Poona, where we had moved with Government from the 10th September to 6th November 1947. We moved to Matheran on the 15th of March to draft and finalise our report.

8. In the course of our enquiry we examined in all 85 witnesses, official as well as non-official, a list of whom is printed as Appendix B. These included a number of officials holding responsible posts as secretaries, collectors and heads of departments who supplied us with first hand information of the actual working of the several parts of the administrative machinery. We are indebted to those who found time to send us written memoranda and replies to the *questionnaires* and to appear before us to give the benefit of their knowledge and experience.

Interim Reports.

9. We were requested by the Finance Department on the 16th December 1946 to give priority to the Civil Supplies Department and submit an interim report on it. Meanwhile, Government had already sanctioned certain schemes of reorganisation which involved both structural changes and increased expenditure and thus came within the scope of our enquiry. We had an opportunity to discuss informally with the Ministers the procedure to be followed in regard to the schemes which could not wait until the formulation of our final report. It was decided that the Committee should be consulted about all schemes involving structural changes at the appropriate stage, that is, after they had been examined by the Secretariat departments. But schemes entailing merely a quantitative expansion of staff within the existing structure of departments were not to be referred to us, unless they involved considerable expenditure and the Finance Department for that reason thought it necessary to seek our advice. We submitted to Government in all sixteen interim reports on various questions, a list of which is given in Appendix C. Those of the interim reports which could not be incorporated in the body of our Report have been added as Appendix D.

Political Changes.

10. Since the appointment of the Committee momentous changes have taken place in the political sphere. With the attainment of freedom public aspirations have been directed towards the improvement of administrative machinery and towards social and economic reforms calculated to ameliorate the condition of the masses. The time has never been so opportune for the introduction of major improvements in the administration of the country. "The Government of a democratic country can only be thoroughly reorganised at psychological moments when the political mood is one of reform and vested interests, governmental as well as private, are at their weakest." * The present is, therefore, a good opportunity to overhaul the administrative machinery and refashion it so that it becomes an efficient instrument for the realisation of the social aspirations of the people.

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* Arnold Brecht and Comstock Glaser: The Art and Technique of Administration in German Ministries, p. 30.

CHAPTER II.

ADMINISTRATION IN FREE INDIA.

INDEPENDENCE.

11. When the national flag was hoisted over the 75-year old Bombay Civil Secretariat at midnight of 14th-15th August 1947, the citizens of Bombay, in common with their brethren in other parts of India, greeted the dawn of independence with almost frenzied enthusiasm. The Prime Minister, Mr. B. G. Kher, after hoisting the flag of Free India for the first time, uttered the following exhortation: "Citizens of Free India,—you are now free." In the capital city of India, at the same hour, India's first Prime Minister, Pandit Jawaharlal Nehru, expressed the feelings of the whole nation when he said: "Years ago we made a tryst with destiny, and now the time comes when we shall redeem our pledge, not wholly or in full measure, but very substantially. At the stroke of the midnight hour, when the world sleeps, India will awake to life and freedom."

12. Two significant steps of great constitutional importance accompanied these expressions of the joyous feeling of freedom. Exactly at the hour when the national flag was unfurled in India, the office of the Secretary of State for India in Great Britain, the India Office, was closed. Not only the centre but the entire circle of governmental authority was thus transferred to India. Synchronously with the closing of the India Office, the Indian Constituent Assembly passed its first resolution, of which the initial part reads as follows:

> "It should be intimated to the Viceroy that the Constituent Assembly of India has assumed power for the government of India."

PARLIAMENTARY GOVERNMENT.

13. In the field of administration these momentous developments in the political and constitutional spheres have produced a very vital change. For policy as well as for execution, for the structure of government as also for the organization of all administrative services, final power and responsibility now vest in Indian hands. Whatever may be the details of the Constitution finally adopted by the Constituent Assembly, three of its fundamental features stand out as governing principles of the future administration of the country. By providing

for adult suffrage as the mode of election to the legislatures in the provinces as well as at the centre, the democratic character of the entire administration is emphasized. This means the end of bureaucracy, wherein servants of Government could claim authority which was not traceable to the people over whom it was exercised. The administrative Services at all levels for the first time became 'services' in the literal sense of the term.

14. The second important feature of the Constitution is its composite character as a Union of Constituent States. Although in its purely federal organization this feature does not mark any fundamental departure from a prolonged process of decentralization, extending over at least thirty years, yet the new emphasis on 'Union' is significant. While on the one hand it marks the separate individualities of constituent units, which are united for common purposes on the national evel, the character of a Union on the other hand emphasizes a degree of concentration which a mere federation would not so obviously imply. In the functions of government, in the resources made available and in the organization of appropriate administrative machinery for carrying out the several functions, both their separateness as also the unification of provinces into the central Government must be recognised.

15. The third feature of constitutional organization, which dominates the whole field of administration, is its essentially parliamentary character. Political thought and governmental experience in our country have been so closely linked with British modes in the past that almost unconsciously our judgments on the merits of governmental forms and on the propriety of administrative action come to be based on a comparison with British practice. This influence has been specifically acknowledged by our foremost leaders, and is indeed writ large in the constitutional provisions bearing on the authority of the provincial as well as Union Cabinets. And yet the federal character of our Government and its emphasis on social and economic planning are factors which are imperceptibly but effectively influencing the governmental structure in two directions not wholly consistent with parliamentary forms and British practice. One is the position of authority, as distinguished from mere influence, that is created for the Heads of the Provinces and of the Union. Restricted as the field of this authority is, it is an important feature of the constitution, and it has an unmistakable bearing on the whole organization of the

administrative machinery. Centralised planning, combined with an urge towards non-statutory association of the people with important governmental organs, is another feature which, though not dependent on the constitution, has to be taken account of in the future organization of governmental business.

Social Planning.

16. How very comprehensive and far-reaching are the tasks that the national Governments, in the centre and the provinces, are setting to themselves will be seen from the following resolution passed at the All-India Congress Committee meeting on November 16, 1947, in New Delhi:

> "Political independence having been achieved, the Congress must address itself to the next great task, namely, the establishment of real democracy in the country and a society based on social justice and equality. Such a society must provide for every man and woman equality of opportunity and freedom to work for the unfettered development of his or her personality. This can only be realised when democracy extends from the political to the social and economic spheres. Democracy, in the modern age, necessitates a planned central direction as well as the decentralization of political and economic power, in so far as this is compatible with the safety of the State, with efficient production and the cultural progress of the community as a whole."

17. While it is true that this resolution constitutes a declaration of objectives and methods on the part of only one political party, the biggest in the land, no government which is likely to commend itself to the support of the adult population of the country can afford to have any other objectives than social justice and equality of opportunity, or follow any other methods but those of central planning and decentralized administration. Moreover, provisions based on these ideals have now been incorporated in the draft constitution of the country as directive principles of State policy. The objectives as well as the approved methods recorded therein must be taken to be all-pervasive, and it would be natural to expect that the machinery of provincial administration will be suitably reorganized to conform to these requirements.

Traditions of the People.

18. In contrast to the high ideals of such an active and creative organization of democratic life, the traditional habits of the Indian people have been largely apathetic. But in the recent past, after long years of servility to their foreign rulers, the people at large developed a very strong attitude of resistance, active as well as passive. Even though the reins of power now lie in the hands of leaders who themselves were the spokesmen of the movement of resistance, the public have not yet fully appreciated the thought that in obeying the law of the Government elected by and responsible to them, they are only obeying themselves, and in fact are administering and enjoying self-rule. While experience will no doubt bring to the people a proper realisation of their new responsibilities and opportunities, there is in this sphere a positive scope for political education, to the need for which all responsible leaders are fortunately alive.

19. Those who constituted the limbs of the administration under the old regime, the Services, are also feeling the difficulties of the transitional period. They have, however, inherited such a strong tradition of loyalty to the State that suitable adjustments in their approach to duty under changed circumstances can be confidently expected. In the palmiest days of indigenous rule, while public servants, including the ruler, were always respected and looked up to, they were required to abide by the approved social law. It has been rightly said that the King is the most law-abiding citizen in England. No wonder that his servants, high and low, are put on their mettle, and the people of Great Britain have a perfect assurance that whatever law they make will be efficiently administered by the King's government. When they are dissatisfied with the Government of the day, they do not, therefore, go about challenging its authority, but make a constitutional move to put another government in power. In substance the ancient Indian tradition is the same, and there is valid reason to hope that the Government, the Services and the people, if their respective roles are properly emphasized in the day-to-day working of the administration, will soon settle down to the fulfilment of those tasks to which reference has been made in the previous paragraph.

People's Expectations.

20. No doubt the endurance of the people has been sorely tried in the past, and now that they are masters of their own destiny, they are

showing signs of impatience at the performance of their 'servants'. On a crude and highly individualistic interpretation of popular sovereignty, some speaking for "their Majesties the People" have begun to challenge the parallel Majesty of law. "Rules are not sacrosanct." "National necessity knows no rules." These and similar declarations from reputedly responsible sources are by no means rare. A citizen's respect for the sanctity of law as such should not be dependent on his views as to the merits of a particular enactment or rule. This is not so universally accepted as it should be. But here again experience and timely direction will in due course restore that respect for law for which the Indian people have been well known through the ages. Political and constitutional changes are no doubt very important, but the average citizen is primarily concerned, here as elsewhere, with peaceful employment, with food, clothing and shelter. He will judge all measures of the administration by this standard. While this universal experience strengthens the hope that in due course the sovereign people will adopt a high standard of understanding and considerate mastership, it serves to emphasize the urgent need of instituting priorities in the objects of public administration.

Democratic Administration.

21. The All-India Congress Committee's resolution referred to earlier in this chapter enunciates the basic principles of a desirable system of administration as follows: "Our aim should be to evolve a political system which will combine efficiency of administration with individual liberty." It goes on to emphasize the desirability of supplying an "alternative to the acquisitive economy of private capitalism and the regimentation of a totalitarian state." The atmosphere was never so free from traditional attachments to administrative forms which have outlived their usefulness as it is now; nor were aspirations for a better and freer life ever higher than they are at present. In our survey of the administration of the province and in the recommendations that we have made, we have tried to take into account both the needs and the opportunities of the new age that has dawned on our country, and it is our earnest hope that administrative reorganization will lead and assist the general reorganization of society, combining social justice with equality of opportunity and efficiency of administration with individual liberty.

CHAPTER III.

EVOLUTION OF THE PRESENT ADMINISTRATIVE MACHINERY—WAR-TIME AND POST-WAR CHANGES.

22. The tree of Indian independence, now mature, is of recent and rapid growth. Up to the first World War interest in politics was confined to a small portion of the population, estimated at the time of Mr. Montagu's visit at not more than five per cent of the total. Eloquent and influential as were men like Tilak and Gokhale, their message reached only the intelligentsia, owing partly to the cleavage between them and the rest of the population created by the use of English as the medium of higher education. The hopes aroused by Lord Ripon's Resolution of 1882, that the encouragement of local bodies would lead automatically to the development of political consciousness and a capacity for self-government, had not been fulfilled except in the large city corporations where men like Pherozeshah Mehta and Dadabhoy Naoroji acquired their training in public affairs. The Indian Councils Acts of 1861 and 1892 aimed only at associating Indians with the administration and contained no direct elective principle, while the authors of the Morley-Minto reforms in 1909 expressly disclaimed any intention of introducing parliamentary institutions in India. From time immemorial the peasant and the trader had taken more interest in the prospects of the monsoon and the price they could get for their wares than in political theory. The district structure of the administration was such that some representative of the "Sarkar" could be found within a few miles of every village, and so long as requests and grievances could be preferred to him, it mattered little by what authority he was appointed; while the idea of having a vote and using it to get grievances redressed occurred to few besides those who had acquired "Western" education.

The "Montford" Reforms.

23. Within a year from the end of the first World War the scene had greatly changed, and India had taken a long step on the road to independence. Several factors combined to promote this development. India had contributed materially to the victory of the Allies and, having acquired the status of a military power, could not be kept indefinitely in political tutelage. Moreover, the British Government and its Allies found themselves committed to the doctrine of self-determination as one of their war aims, expounded in President Wilson's Fourteen Points

and critics were not slow to observe that this doctrine was quite inconsistent with the then system of Government in India. Another factor was the emergence as Secretary of State for India of a liberal-minded statesman in the person of Mr. Samuel Montagu, endowed with all the brilliant imaginative gifts of the Jewish race to which he belonged. It was during his term of office that the historic pronouncement of August 1917, in drafting which Lord Curzon, then Foreign Secretary, had a share, declared that the progressive realisation of responsible government in India was the goal of Government's policy. This was rapidly followed by Mr. Montagu's visit to India and the publication of the Montagu-Chelmsford Report. Mr. Montagu's diary is eloquent of his eagerness to disturb the " pathetic contentment " of the Indian masses, and of his impatience with what seemed to him the torpor of the Indian Government. He wished that Fate would make him Viceroy for only six months, in which short space he felt he could sweep away half the difficulties which stood between Britain and India. At any rate by April 1918 the famous joint report of himself and the Viceroy Lord Chelmsford had been published, and by the following year the Government of India Act, embodying most of his ideas, was on the statute book.

24. A third factor was the appearance of Mahatma Gandhi as a political leader. During the war he had returned from South Africa with prestige greatly enhanced by his successful use of the new weapon of Satyagraha. His transcendent personality had been recognised as early as 1909 by Mr. Gokhale, who spoke of him in words reminiscent of those used centuries ago by John the Baptist when he acclaimed in Christ's advent the coming of a leader greater than himself. Mahatma Gandhi's message and his saintly character made an instant appeal to the masses whom earlier politicians had failed to reach and created a country-wide movement which the British Government neither could, nor indeed wished, to ignore.

25. The Government of India Act, 1919, sought to introduce provincial autonomy by stages. The means by which this end was to be achieved was the system known as " dyarchy ". This word does not appear in the Act or in the Joint Report, but was popularised by Mr. Lionel Curtis, editor of the " Round Table ", who visited India and canvassed the scheme while it was under consideration. Its features are too well known to merit description here, but there is one aspect of it which needs

mention. Its authors expected that the road to complete provincial autonomy and indeed to self-government for India would be opened by gradually increasing the number of subjects transferred to responsible ministers until they embraced the entire field of administration. They, therefore, proposed that the list of transferred subjects should be prescribed, not by statute, but by rules to be framed thereunder, so that it could be expanded or, if need be, contracted from time to time. This feature remained in the Act of 1919, but the Act also provided that the political scene in India should be further reviewed after a period of ten years. The result was that before any material changes were made in the list of transferred subjects in any province, the whole system of Government came under review. The Statutory Commission was appointed in advance of the due date and was followed by a Joint Parliamentary Committee and three Round Table Conferences. From these emerged the Constitution Act of 1935 under which (with amendments since Independence Day) we are still governed.

The Meston Settlement.

26. Another feature of the Act of 1919 was separation of central and provincial finances, which the legislature realised was an essential preliminary to provincial autonomy. No attempt was made to earmark funds for reserved and transferred subjects respectively. Such allocations were wisely entrusted to provincial governments, with final power to the Governor to decide in case of disagreement between the two halves of his Council. In Bombay this arrangement had the happy result that there was never any dispute regarding the allotment of available resources between voted and non-voted heads, and the Governor never had occasion to use his overriding discretion in this matter. But as between the centre and provinces, the authors of the Act of 1919 erroneously concluded that separate finances necessarily involved the abolition of divided heads of revenue, and that each source of revenue must be allotted *in toto* either to the centre or to the provinces. Under this arrangement, land revenue came to be wholly provincialised, while Customs and Income Tax were allotted to the centre on the grounds that in the last two cases the rates of tax must be uniform throughout India, and that the points at which these revenues accrued were not the same as the places of collection. This distribution left the Central Government with large deficits at the outset which had to be made good by provincial contributions, to be extinguished as soon as possible. They were in

fact extinguished in 1927–28. The details of the arrangement were worked out by the Meston Committee whose Award was made in 1920. This Award earned the distinction of being violently attacked both by agricultural provinces like the Punjab and the United Provinces and industrial provinces like Bombay and Bengal. The agricultural provinces objected to it because their visible contributions to the Centre, being based mainly on land revenue, were larger than those paid by industrial provinces; while the latter complained that their indirect contribution in the shape of Income Tax having been withdrawn from them as a source of revenue was out of all proportion to their size and population and left them with no expanding sources of income. They pointed out that being the home of industry, they should have been given a direct interest in the development of industry, and that while Customs and Income Tax being the only expanding sources of revenue had been taken by the Centre, Land Revenue which was left to the provinces was practically static. The whole period from 1920 until the arrival of the Indian Statutory Commission was spent in conferences and correspondence in which the Bombay Government vehemently protested against the injustice done to this province, but its complaints received little support, due perhaps to a lurking sympathy for agriculture over industry on the part of the Government of India and the authorities in Great Britain. Indeed the very basis of its contention was challenged. It was argued that even Income Tax could not be claimed as a source of revenue by an urbanised province, since the prosperity of big cities was not their own, but was derived from the agricultural hinterland which fed them. Ultimately it was decided that a share in the growth of revenue from Income Tax collected in a province should be assigned to that province, so far as the increase was due to an increase in the amount of income assessed. In fact no payment was made to this province under this arrangement, which was finally superseded by section 138 of the Government of India Act of 1935 and the Niemayer Award. The first payment under this Award was received by Bombay in 1937–38 and amounted to Rs. 25 lakhs. The assignment steadily increased from year to year until in 1947–48 it exceeded Rs. 6 crores and in 1948–49 is expected to be more than Rs. 7½ crores.

Dyarchy.

27. Much has been said in criticism of the system of dyarchy, the era of which corresponded roughly to the period between the two world wars. But it should be remembered that it was never intended even

by its authors to be more than a transitional scheme. As a means of developing a system of Government by ministers truly responsible to the legislature, it must be admitted to have failed in this province. This was due to the composition of the new legislatures elected under the Act of 1919. Owing to a number of unfavourable circumstances, the Indian National Congress, which was by then the largest political party in the country, decided to boycott the first elections held under the new Act in 1920. The Rowlatt agitation, the Afghan invasion, disturbances in the Punjab, the rise of the Khilafat movement, all contributed to this unhappy atmosphere. " The dark shadow of Amritsar has spread over the fair face of India," said the Duke of Connaught, who came out to inaugurate the new legislatures. The result was that there was no proper party organisation in the Legislative Council, and ministers had to be drawn from small groups who could neither support them nor criticise them effectively. For the passage of their measures relating to transferred subjects the Ministers therefore had perforce to depend upon the official bloc and on the members from Sind, who, regrettably enough, were cajoled into supporting Government measures in this province by the grant of unmerited concessions in settlement questions and the like arising in Sind. The same state of affairs continued in the second Council after the elections of 1925. On that occasion the Swarajists entered the Council, not however with the intention of working the reforms, but of compelling an early revision of the constitution. Thus the ministers came to be identified with the members of Government in charge of reserved subjects, and no relation of true responsibility between them and the members of the Legislative Council was ever established; responsibility under the Act of 1919 was in fact, to quote Prof. Berriedale Keith, " a hollow mockery ". On the credit side in this Province it may be said that owing to the good sense shown by all parties, no budget was ever thrown out or deadlock otherwise created, and the Governor had no occasion to use his powers of either certification or veto.

28. Another drawback was the severe financial stringency which prevailed throughout the period owing to the incubus of the Meston Settlement above described and the acute trade depression of the early thirties. Adequate funds were never available for expansion of the nation-building activities in the ministers' charge. The failure of the Backbay Reclamation Scheme and the consequent burden of debt on provincial revenues formed another crippling handicap.

29. In spite of this, however, great progress was made in the fields of education, local self-government and the co-operative movement. The Primary Education Act of 1923 was a bold forward step taken by the first Minister for Education, Dr. (now Sir) R. P. Paranjpye and marked a distinct advance on a system which, with few changes, had held the field since 1860. The scheme of this Act was to transfer administrative control of primary education from the Director of Public Instruction to existing local bodies, i.e. the district local boards and the larger municipalities. This control was to be exercised through school boards, under each of which there was to be an administrative officer, and it was expected that the new authorities would take over the trained staff of the Educational Department. The Act also provided full machinery for introducing compulsory education and for generous assistance from Government to that end. Unfortunately, the response to Government's plan was somewhat disappointing, and the administration of the local authorities was in many cases marred by intrigue and sectional interests, with the result that Government were obliged to make the administrative officers members of the Provincial Service, with a large measure of independence from the school boards' control; but the Act itself was a piece of liberal and progressive legislation.

30. In the sphere of local self-government, the Bombay Municipal Boroughs Act of 1925 provided for a more efficient administration in larger cities than could be obtained under the District Municipal Act of 1901. It conferred on the larger municipalities the power of electing their president and vice-president and increased the number of elected councillors, while at the same time extending the franchise. It gave them certain powers of appointment which they had not previously enjoyed and required them to employ a chief officer with adequate qualifications and authority. The chief officer was protected from capricious treatment by the provision that a two-thirds majority would be needed for his dismissal.

31. The Local Boards Act of 1923 made radical changes in the constitution and franchise of the district local boards which were still governed by an Act passed in 1884. Here again elected presidents and vice-presidents were provided for, and a procedure laid down for the appointment of a standing committee and other executive committees.

32. Another landmark in the history of local self-government in this Province was the establishment of the Local Self-Government Institute, the first of its kind in India, in 1927. This Institute has done useful work in co-ordinating the activities of local bodies and assisting them in their dealings with Government. It has also conducted a training class for executive officers of local bodies and educates public opinion in matters of local self-government by literature and propaganda. In another chapter we have recommended that Government should give legal recognition to this Institute and make use of it as part of the machinery for controlling local bodies.

33. On the introduction of the reforms, the co-operative movement made immediate, and indeed spectacular, progress. This was mainly due to non-official effort, but the Ministers in charge of the transferred departments largely contributed to it. In 1920–21 there were less than 3,000 societies, with a membership of 2,72,000 and a working capital of Rs. 3,85,00,000. By 1926–27, the year preceding the appointment of the Statutory Commission, the number of societies had risen to over 5,000, with a membership of 4,83,000 and a working capital of no less than Rs. 10,27,00,000. In 1925 the Co-operative Societies Act was passed, Bombay being the first Province to enact such legislation. This Act defined the functions of the Registrar as regards audit and general control of the societies in their relation to the State and the powers of the Provincial Co-operative Bank in matters of finance. It gave legal recognition to the Provincial Co-operative Institute, which had been started in 1918 and was in charge of all activities connected with co-operative propaganda and education. The basis of the movement is of course the primary agricultural society, but in this Province housing societies were also very successful and enabled large numbers of the lower and middle classes to acquire residences in healthy localities.

34. Other important transferred subjects included public health, medical relief, industries and forests (the last named only in Bombay of all the Indian Provinces). But enough has been said to show that whatever may be thought of dyarchy as a training ground for responsible government, the administration of the transferred departments was both progressive and efficient.

35. The result was that, when the Statutory Commission, headed by Sir John (now Lord) Simon, reached India in February 1928, the

proposals submitted to it by the Government of Bombay were of a progressive nature. This Government was prepared to see the whole administration transferred to responsible Ministers, with no greater safeguards—apart from the emergency powers vesting in the head of every State—than would be afforded by a second chamber, which could apply a brake to hasty legislative measures. It is unnecessary to trace here the prolonged deliberations of the Simon Commission, of the Joint Parliamentary Committee and the three Round Table Conferences. It was not till 1935 that the Government of India Act became law, and not till July 1937 that a popular ministry supported by a majority in the Assembly took office in Bombay.

The First Congress Ministry, 1937–39.

36. The Government of India Act of 1935, while it abolished dyarchy in the Provinces, required Provincial Governors to take decisions in certain matters in their discretion or in the exercise of their individual judgment. These matters generally concerned service rights and the protection of minorities. But the Governors also had special responsibilities for peace and tranquillity, for discipline in the police and for the partially excluded areas. In such matters the Governor was not bound to follow the advice of his Ministers, and to that extent the Ministry's responsibility to the legislature was impaired. This caused the Indian National Congress, which had been returned in the first elections under the new constitution with a clear majority in Bombay and elsewhere, to hesitate before taking office. Bombay was made a test case, and when Mr. B. G. Kher was invited to form a Ministry, he asked for an assurance that the Governor would not use his special powers of interference in regard to the constitutional activities of the cabinet. Lord Brabourne replied that, as the terms of the Act were mandatory, it was not possible for him to give any assurance in restraint of their operation. Similar exchanges followed in five other Provinces, with the result that the Congress declined to take office, and interim Ministries had to be formed from minority parties.

37. Fortunately, a way out of the dilemma was found before it became necessary for these minority Ministries to meet the legislature. The Viceroy pointed out that the special responsibilities imposed on a Governor did not entitle him to interfere at random with the work of the Ministers, and even when he was fulfilling these responsibilities he would always seek to carry the Ministry with him. These and similar

assurances proving satisfactory, the Congress Ministries took office in the summer of 1937.

38. The Ministries were committed to a policy hostile to the new constitution, and brought forward resolutions condemning it and the whole scheme of federation. But at the same time they embarked on a constructive programme of social and economic improvement. The first stage of Prohibition was introduced, grazing fees abolished, funds provided for village water supply and cottage industries and the activities of the Agricultural Department greatly expanded. Adult franchise was introduced for elections to the Bombay Municipal Corporation, a committee appointed to enquire into the adequacy of wages in the textile industry and a wide extension and reorganisation of the existing system of public instruction begun. Tenancy legislation was also passed.

SECTION NINETY-THREE.

39. Unfortunately this beneficent programme was suddenly and unexpectedly interrupted within thirty months of its inception. In March 1939 Hitler occupied Prague, and it became clear that nothing but a miracle could prevent war. The miracle did not occur, and in September of that year India, on account of her constitutional position in the Empire, found herself automatically at war with Germany. Once again, as twenty-five years before, the British Government stated that it was fighting for democracy, and once again the contrast between this objective and the system of government in India was noticed. But this time the issue was carried further. The Congress, while emphasizing that they had no sympathy with Nazism, insisted that the British Government should define its war aims and state clearly whether they applied to India. When no satisfactory response was forthcoming, the Ministries in the Congress Provinces withdrew from office, and the Governors were obliged to suspend the constitution by a proclamation under section 93 of the Act of 1935. The effect of this was to concentrate the entire administration in the hands of the Governor, assisted by senior members of the Indian Civil Service who acted as Advisers. At the outset their attention was mainly occupied with war measures like the A. R. P. Services, civic guards, recruiting, war funds, the Civil Pioneer Force and the National War Front. It was also thought that the differences between Government and Congress would be of short duration, and the Advisers, to begin with, worked as a caretaker Government,

avoiding major decisions of any kind. In August 1940 the Secretary of State sought the co-operation of the Indian political parties in the war effort on the basis that, while no far-reaching constitutional development was possible during the war, immediately after the war a conference would be held with a view to evolving a system of self-government for India. No time limit was set for achieving self-government, and the Congress rejected Mr. Amery's overtures.

40. It thus became clear that the proclamation period would continue longer than had been expected, and finally the rejection of Sir Stafford Cripps' proposals in 1942 and the events of 9th August in that year—August has often been a fateful month in recent Indian affairs—showed that responsible government would remain in abeyance until the end of the war. Meanwhile, urgently needed social measures could not be indefinitely postponed, and the march of events at last compelled the Section 93 administration to take the initiative and function as a full-fledged Government. But wherever possible they endeavoured to follow the policy of the Ministry. Thus Prohibition was continued so far as the unfavourable High Court rulings allowed. The experiment of basic education according to the Wardha scheme was carried on, and a special officer was appointed for it. Effect was given in some districts to the Ministry's tenancy legislation, and annual contributions were made to the Special Development Fund which had been created in 1938–39 to finance a planned programme of development in education, public health and other nation-building activities. The Ministry's scheme for subsidised medical practitioners in small villages was developed and expanded. The proposal for a regional University at Poona was pursued.

41. Original measures adopted by the Section 93 regime were chiefly those necessitated by war conditions. Thus increasing shortage of food and famine in Bijapur led to measures for land improvement and a grow-more-food campaign. By May 1943 rationing had become necessary, and this Province gave a lead to the rest of India in introducing it. It was followed by other controls such as those on milk, fuel, building materials and cloth, and a large supply organisation had to be created throughout the Province to operate the compulsory levy of food grains. When the tide of war began to turn in favour of the Allies, thoughts were directed towards post-war reconstruction, and a fund was created and a post-war reconstruction plan drawn up by the Bombay Government which provided a blue print for other Provinces. The Ministry on return

to office revised the plan by omitting the privileged position accorded to districts which had supplied the largest number of recruits and by giving a higher priority to education, village industries and village water supply ; but many of the individual schemes of the old plan find a place in the new one, which follows the other closely in its arrangement and design. In some directions the Section 93 Government made a beginning in carrying out the plan, *e.g.* as a means to the introduction of compulsory education new training colleges for primary teachers were opened and centres organised for the vocational training of ex-service men. A special officer was appointed for the electric grid, and plans were prepared for it.

42. The Section 93 Government passed a much needed Beggars Act, which has not yet come into full operation. But its general policy was not to embark on legislative or other measures which might distract attention from the war effort and to refrain from enacting legislation which would arouse controversy. Thus they declined to amend the town duty schedule of the City of Bombay Municipal Act, although its revision was long overdue and would have afforded the municipality a much needed increase of revenue, since each item evoked opposition from some interest or other. In some cases the Adviser Government prepared legislation in draft and left it for the popular Ministry to adopt, revise or reject in their discretion on their return to office. The Sales Tax Act was one such measure : though passed into law, the date for its coming into operation was left for the Ministry to determine. Other measures related to public health, primary education and local bodies generally.

The Second Congress Ministry.

43. The year 1945, though it saw the end of the war, was one of frustration and failure in politics. The talks which Mahatma Gandhi had held with Mr. Jinnah in the previous year in the hope of resolving differences between the Congress and the Muslim League, had brought no result, and the conference of political leaders convened by Lord Wavell at Simla in June 1945 broke down owing to Mr. Jinnah's refusal to admit the right of the Congress to include a Muslim in their side of an interim Government. However, the war being over, the original issue between the Congress and the British Government regarding war aims which had kept the Ministries out of office no longer survived, and accordingly, after elections had re-established the ascendancy of the Congress Party in this Province, the Ministry resumed office on 3rd April 1946. They

immediately set about tackling the mass of domestic problems which awaited them, and substantial progress has so far been made in their solution. The Ministry was faced with the prospect of a grave shortage of foodgrains and gave top priority to increasing the food resources of the Province. But it also found time for legislation concerning industrial relations, rural indebtedness, control of money-lenders and consolidation of agricultural holdings. It introduced a programme of Prohibition free from the legal defects which marred the earlier scheme. It set up an Anti-Corruption Department to purify the public services. It improved the Tenancy Act of 1939 and extended it to the whole Province. It created a Bureau of Statistics attached to the Finance Department. With a view to intensifying the development of cottage industries, it appointed a Joint Registrar for Village Industries in the Co-operative Department. It revised the programme for compulsory education in order to achieve universal literacy in a much shorter period than the forty years envisaged by the Sargent Plan. These are but a few of the matters which have engaged the attention of the Ministry up to the time of writing this report.

Independence.

44. Meanwhile a Labour Government had been returned to power in England and in March 1946 Mr. Attlee, the Labour Prime Minister, who had been a member of the Simon Commission nearly twenty years before, announced in Parliament that the demands of the Muslim minority, though deserving consideration, could no longer be allowed to hold up indefinitely the grant of home rule to India. Accordingly, in May 1946, for the second time in history, the Secretary of Sate for India visited this country. He was accompanied by two Cabinet colleagues, and after much deliberation they evolved the three-decker plan of a Central Government at the apex, restricted to the three subjects of foreign affairs, defence and communications, the Provinces with residuary powers at the base and optional groups of Provinces in the middle. The varying fortunes which attended this plan up to the time of its final abandonment are too well known to need recapitulation. It was left to the new Viceroy, Lord Mountbatten, to accomplish in a few months of 1947 what fifty years of strife and negotiation had failed to bring about. Lord Mountbatten may be said to have achieved a four-fold miracle. He induced the Congress to accept Pakistan; he induced the Muslim League to accept the partition of the Punjab and Bengal; he induced both

the Congress and the League to accept Dominion status ; and finally he induced the Conservative opposition in the House of Commons to accept his scheme for Indian self-government. In fact Mr. Churchill, the Leader of the Opposition, professed to see in the scheme no more than a revised edition of the Cripps offer which had been made by his own Government in 1942. The Indian Independence Act was hurried through Parliament, and the Governor-General was empowered to make such adaptations to the Government of India Act of 1935 as would bring it into consonance with Dominion Status until India should have framed her own constitution.

Effect of these Changes on the Services.

45. For the purposes of this report, the chief interest in this narrative lies in the effect of these political changes and the impact of the two world wars on the administration of our Province and the Services through which it is conducted. These changes have had their effect on the structure, the size and the quality of the administration. The general structure based on districts, prants, talukas and villages has come down from pre-British days. Such changes as have occurred have been at the top, affecting the means by which the policy of Government is first evolved and then carried out. Perhaps the most important change in this part of the structure is the creation of the Finance Department as a result of the Government of India Act of 1919, which emancipated the provinces from financial control of the Central Government. The position of authority of the Finance Department is ensured by the statutory Rules of Business and by the Instrument of Instructions to the Governor. Its powers, analogous to those of the British Treasury, were defined by the Devolution Rules, under which it supervises the preparation of the budget. In this capacity it scrutinises all schemes for new expenditure and will not include them in the budget until they have been so examined. After the budget has been passed, the Finance Department is charged with the responsibility of seeing that no expenditure is incurred unless sanction for it exists. Its general control over expenditure is secured by the requirement that no department can add any post to the public services or attach any special pay or allowances to a post without consulting it. It also examines all proposals for new taxation, and its sanction is required for any abandonment of revenue. It lays the Audit and Appropriation Reports before the Public Accounts Committee of the Assembly and brings to their notice any financial

irregularities. Thus, although the Finance Department has no power of compulsion and cannot either dictate or veto policy, as regards which in the last resort administrative considerations must prevail, yet its functions are of the highest importance and safeguard both the executive and the public against waste or misapplication of funds.

46. In one respect the Provinces have not yet achieved full freedom from financial control by the Centre, in that their accounts have not been separated from audit. The Provincial accounts are still kept by the Accountant General, but the ways and means operations of the Provincial Governments, which were formerly carried out by the Government of India on their behalf, are now a provincial function, each province being responsible for its own balances. If accounts had been separated from audit, it would have fallen to the Finance Department to maintain them.

47. As regards the size of the administrative services, their form is such as to react easily to any demands, whether of retrenchment or expansion. Thus, during the twenties and thirties of this century, when Government were faced with the imperative need for economy, they appointed various committees and officers to suggest measures of economy. The proposals of these authorities when accepted by Government were smoothly carried out. A ten per cent cut in salaries and allowances was enforced, two districts, Broach and Panch Mahals, were amalgamated and other economies effected, even at the cost of efficiency. Conversely, when war conditions led to vast expansion in the activities of Government, new departments and services sprang up, such as those mentioned earlier in this chapter, for A. R. P., Civil Supplies, and so on and were easily fitted into the existing framework. The reforms, both of 1919 and 1935, led to an enormous increase in the work of the Secretariat. New departments had to be created for the transferred subjects, while the new legislatures threw a large burden of additional work not only on the Legal Department which was responsible for the Council and Assembly arrangements, but on all departments which were required to prepare material for replies to Parliamentary questions and for the formulation of Government's policy towards non-official resolutions as well as its own legislative programme. This extra work more than set off the relief afforded by the separation of Sind in 1936, especially as certain personnel was transferred to Karachi to enable the new Government to establish its Secretariat there. Besides the Public Works

Department served both Provinces for the first five years after separation, and the Indian Civil Service, Indian Police and Indian Forest cadres remained joint until the inception of Pakistan.

Expansion of Government's Activities.

48. In the districts too the gradual association of the public with the administration through the three Constitution Acts of 1909, 1919 and 1935, leading to the final control of popular representatives over it, caused the scope of Government's functions to widen in many directions, greatly increasing the contacts of its officers with the public and multiplying the points at which their activities touched the life of the ordinary citizen. The Morley-Minto Reforms, by enlarging the Legislative Councils and admitting to them for the first time directly elected representatives, introduced into the administration an element which, though not at once conscious of its power, was destined to have a profound effect on the position of the district collector. In fact it signalized the end of what Professor A. B. Keith calls "the golden age of bureaucracy". The Act of 1919 carried the process still further. The collector, whose rule had up till then been almost unchallenged, now saw that there were private individuals in his district who were in a position to criticise him, and if not satisfied, to make their voice heard in the highest quarters. Simultaneously, the ambit of Government travelled beyond the essential functions of preserving law and order, dispensing justice and collecting revenue. It invaded the social sphere and, as we have seen, through the nation-building activities of the transferred departments of Co-operation, Agriculture, Medical Relief, Forests, Education, etc. and with regard to conditions of labour, began to exercise a more intimate influence on the people's life than ever before. This was accompanied by the delegation of wider powers to local bodies and the withdrawal of the official element from their composition. Thus the collector, while relieved from direct participation in the affairs of municipalities and local boards, found himself at the head of a district organisation more complex and more comprehensive than in the past; and at the same time he was expected to show more deference to popular opinion and to justify his actions when criticised by the members of the legislature. As time went on, the growing importance of the technical departments caused their officers to chafe under the collector's supervision and finally to reject it. An era of water-tight departmentalism then set in which was detrimental to Government's efforts to improve the lot of

the common man and indeed caused irritation and resentment among rural communities against the unco-ordinated and often crude approach of subordinates charged with the task of "village uplift". In our chapter on District Administration we suggest means whereby the Collector's position as a co-ordinating authority over all Government activities in his district can be restored and strengthened.

Improved Communications.

49. Another development of this period which cannot be overlooked was the great improvement in communications that occurred between the two world wars. In the actual construction and maintenance of roads this Province lagged far behind others owing to the crushing burden of debt inherited from the Backbay Reclamation Scheme and the inequity of the Meston Settlement. These or other causes led the Finance Department to resist all capital expenditure on roads, with the result that improvements were generally limited to works which could be paid for from current revenue. Nevertheless, the motor bus made its appearance and, undeterred by atrocious road surfaces, was soon as ubiquitous in this Province as elsewhere. This had a far-reaching effect in widening the outlook of the villager. He found himself within comparatively easy distance of his district town and also of the rail-head whence he could travel to the headquarters of Government. Thus the isolation of the remoter areas of the Province was broken down. Direct access to Government at the higher levels became possible, and the popular ministers, who were already easier to approach than their official predecessors had been, were brought into close contact with all sections of the public and enabled to keep a firm hold on the details of district administration.

50. The advent of the motor car also changed the nature of the touring done by district and divisional officers. It permitted them to reach any part of their charges at short notice and to carry out inspections on site without prolonged absence from their headquarters. This was a poor substitute for the leisurely touring of old days, which gave officers an intimate knowledge of the life and needs of the people; but that had in any case been made impossible by the complexity of the new order and the vogue of administration through committees on which officers were required to serve.

Qualities Required in the New Era.

51. As regards the quality of the Services, the principal change introduced during the last thirty years has been the process of Indianisation of the Indian Civil Service and the Indian Police. A programme of gradual Indianisation of these Services was laid down by the Lee Commission in 1924 and was continued after the Act of 1935, while in other Services European recruitment was entirely stopped. Since Indianisation is now complete, this question is of academic interest only. Some change in the quality of the Services may be attributed to recruitment by nomination after interview which was found necessary after the first World War and to the institution of simultaneous entrance examinations in India and London, with reservation of posts for Muslims and backward classes and to the reservation of vacancies for war service candidates, which has been in force during the period of demobilisation after the second War.

52. In all cases, however, the new system of government in India requires from its servants a degree of responsiveness to the public which may have been lacking hitherto, a feeling of responsibility, a sense of duty and a recognition that a Government servant is indeed a servant and not a ruler. These are the qualities needed in the new era and the ideals envisaged in India's draft constitution are calculated to instil them in the minds of Government officials.

CHAPTER IV.

PUBLIC EXPENDITURE.

Expenditure and Resources.

53. By one of our terms of reference we have been asked to " examine generally the growth of expenditure, temporary and permanent, on administrative machinery since 1938–39 ". Two circumstances make the need for such examination very obvious at this moment.

54. The work of forging ahead with development and reform, which was suspended ten years ago by the outbreak of war leading to the resignation of the popular Ministry in the Province, has recently been resumed. It is only to be expected that the popular Ministry which has been returned to power should have an extensive programme of reconstruction and development. Never was it more true than now to say that the demands of public expenditure are unlimited, but the resources at the disposal of the Provincial Government are limited by the economic condition of the people. The fact that the Provincial Governments are not the only taxing authority but that the Central Government also have to rely on the same sources for their functioning makes a survey of provincial expenditure in relation to existing and prospective revenues all the more necessary.

Expenditure during Inflation.

55. Another reason why a systematic survey of the recent policy of expenditure is called for at the present moment is to be found in the continued inflationary trends even after the cessation of hostilities. It is a recognised principle of public finance that when inflationary trends assert themselves, as during periods of war, the best policy is to mop up as much surplus purchasing power as possible by taxation and borrowing and to create reserves which could be more effectively used on the return of more normal conditions which may threaten to develop into a period of depression. In the light of this accepted principle, the policy of the Government of Bombay described in the following terms* was appropriate to the period of the War :—

(1) There should be no lack of financial provision for Provincial war measures, including civil defence, law and order and, last but not least, civil supplies ;

*Refer to para. 10 of H. E. the Governor's Press Statement on the 1944-45 Budget and para. 14 of the Introductory Note in the Budget Memorandum for 1944-45.

(2) Subject to the foregoing consideration, and within the limitations imposed by scarcity of men and material, there should be no curtailment of current expenditure on the nation-building activities of Government; and

(3) Non-essential, and therefore inflationary, expenditure should be severely scrutinised and extreme caution practised in committing the Province to permanent increase in expenditure.

POST-WAR SHORTAGES.

56. The augmentation of the total revenue resources of the Province from Rs. 11·81 crores to Rs. 44·07 crores during the last eleven years was obviously due firstly, to the boom conditions created by the war and secondly, to anti-inflationary measures of taxation including the levying of fresh taxes and the enhancement in the rates of existing taxes. The reserves which were created during the war and which have helped to strengthen the financial position of the popular Government were the direct result of the policy mentioned above. While all measures connected directly or indirectly with the prosecution of the war were vigorously pushed forward, and while the then existing activities of the nation-building departments were not allowed to suffer, every attempt was made to curtail any additional expenditure for which the satisfactory position of Government finances must then have offered every temptation.

57. With the end of the war, the much expected restoration of stable economic conditions did not, however, come about, and inflationary trends created not so much by the circulation of new purchasing power as by an absolute shortage of goods have continued. The political pressure for undertaking beneficent expenditure, which in the case of a popular Ministry must be considered almost irresistible, has coincided with a period of continued shortages and inflation. This contrast between what is considered politically necessary and what is in fact economically desirable has produced some unfortunate results on public expenditure to which it is necessary to draw attention. The attached statement (Table 1) will give an idea of the increase in public expenditure under various heads since 1938 to the present day.

TABLE I.

Provincial Expenditure, 1938–39 to 1948–49.

(Figures in lakhs of rupees.)

Heads of Expenditure.	1938–39	1939–40	1940–41	1941–42	1942–43	1943–44	1944–45	1945–46	1946–47	1947–48 (Revised)	1948–49 (Budget)
1	2	3	4	5	6	7	8	9	10	11	12
7, Land Revenue ..	66·8	66·7	65·2	67·1	67·9	69·2	73·5	82·1	90·2	98·7	97·5
8, Provincial Excise ..	40·7	36·7	38·3	41·1	41·8	48·9	53·1	89·0	78·8	1,04·3	94·9
9, Stamps ..	1·9	1·9	2·0	2·1	2·4	2·9	3·4	3·3	3·8	4·4	3·9
10, Forest ..	26·9	26·3	28·1	34·3	68·1	1,16·9	1,95·2	1,39·7	1,08·2	1,02·2	1,01·9
11, Registration ..	5·3	5·3	5·2	5·6	6·2	7·0	7·3	7·8	9·1	9·8	10·1
12, Charges on account of Motor Vehicles Acts.	21·2	17·7	27·2	23·3	22·2	26·6	32·8	41·3	50·1	62·0	51·0
13, Other Taxes and Duties.	13·7	13·2	10·0	15·4	9·4	4·9	4·7	4·9	10·2	14·8	16·6
17, Interest on Works for which Capital accounts are kept—											
Irrigation Works ..	41·7	41·7	41·7	41·8	41·7	41·7	41·7	41·8	41·8	42·0	43·9

18, Other Revenue Expenditure financed from Ordinary Revenues—											
A—Irrigation Works (P. W.)	3·7	2·3	0·9	0·8	0·8	0·9	1·8	2·9	3·8	6·2	8·4
B—Navigation, Embankment and Drainage Works (P. W.)	0·4	0·4	0·1	0·1	0·1	0·1	0·1	0·1	0·1	0·1	0·1
A and B.—Irrigation Works (Civil)	5·2	7·8	8·4	9·4	8·4	6·0	6·2	25·0	23·2	37·5	88·7
18, (1) Other Revenue Expenditure financed from Famine Fund.	..	1·2	1·2	....	....	....	6·0	....	....	....	....
22, Interest on Debt and other obligations.	54·6	55·8	55·1	54·4	61·3	52·5	38·6	17·5	33·2	41·6	36·6
23, Appropriation for Reduction or Avoidance of Debt.	6·3	6·9	6·0	6·4	6·1	27·2	49·2	70·3	72·1	73·2	73·7
25, General Administration	80·9	78·8	75·2	87·1	88·8	1,00·8	1,21·1	1,59·4	2,00·2	2,13·5	1,94·9
27, Administraton of Justice.	66·5	66·4	65·6	67·2	70·0	75·5	82·0	89·2	99·1	1,04·5	1,03·8
28, Jails and Convict Settlements.	16·3	16·8	18·6	21·2	34·6	55·6	41·6	41·4	48·5	52·5	40·7

TABLE I—*contd.*

Heads of Expenditure	1938–39	1939–40	1940–41	1941–42	1942–43	1943–44	1944–45	1945–46	1946–47	1947–48 (Revised)	1948–49 (Budget)
1	2	3	4	5	6	7	8	9	10	11	12
29, Police ..	1,43·7	1,50·3	1,57·5	1,72·8	2,12·3	2,48·6	2,64·1	3,06·8	4,92·2	5,71·3	5,93·6
30, Ports and Pilotage ..	..	0·1	..	..	..	..	0·1	0·1	0·1	0·1	0·1
36 Scientific Departments	1·0	1·1	1·1	1·1	1·2	1·1	1·3	1·6	1·7	2·2	2·3
37, Education ..	1,90·7	2,00·2	1,93·3	2,06·7	2,09·3	2,19·3	2,37·7	2,79·9	4,52·0	6,20.7	7,93·7
38, Medical ..	45·3	46·4	54·4	53·2	56·3	76·9	90·9	1,02·0	1,19·2	1,40·9	1,57·0
39, Public Health ..	27·6	28·1	28·1	34·6	42·3	36·0	45·7	62·4	87·3	1,13·8	1,40·4
40, Agriculture ..	14·8	12·0	11·8	19·7	30·4	54·6	1,14·	1,65·6	2,48·1	2,93·2	2,48·9
41, Veterinary ..	4·1	4·4	4·4	4·6	5·1	5·9	7·9	9·3	11·6	14·7	18·9
42, Co-operation ..	6·2	15·8	18·3	15·1	12·2	9·9	12·1	19·5	29·5	50·4	63·4

43, Industries ..	8·9	7·6	7·0	8·8	9·4	13·9	14·7	18·3	28·7	40·6	66·3
43, A—Capital Outlay on Industrial Development	..	..	..	..	..	..	..	1·0	1·8	0·8	..
47, Miscellaneous Departments.	8·3	11·7	9 7	10·9	20·7	35·4	49·7	2,00·1	99·4	1,25·6	2,19·4
50, Civil Works ..	1,13·1	1,12·8	1,02·1	1,45·1	1,62·4	1,41·4	1,72·7	2,37·9	2,33·7	2,80·5	3,83·3
51, Bombay Development Scheme.	10·0	9·8	8·1	8·0	10·6	8·6	8·5	9·9	11·5	13·3	11·7
52, A—Other Revenue Expenditure, connected with Electricity Schemes.	..	..	..	..	..	..	1·0	4·7	1·5	8·8	1·0
53, Capital Outlay on Electricity Schemes met out of revenue.	..	3·7	0·1	0·1	..	..	..	..	..	0·3	..
54, Famine—											
A—Famine Relief ..	3·1	0·7	1·0	1·5	12·7	81·1	1·3	6·5	1,83·1	6·9	12·0
B—Transfers to Famine Relief Fund.	1·7	..	..	2·4	..	..	..	..	..	..	..
55-Superannuation Allowances and Pensions.	1,15·1	1,20·4	1,24·9	1,28·9	1,30·6	1,34·8	1,42·2	1,52·0	1,58·6	1,63·9	1,65·0
55-A—Commutation of pensions financed from ordinary revenues	..	..	..	..	..	..	..	..	..	..	..

TABLE I—*contd.*

Heads of Expenditure.	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	1946-47	1947-48 (Revised)	1948-49 (Budget)
1	2	3	4	5	6	7	8	9	10	11	12
56-Stationery and Printing.	12·6	12·7	17·0	18·6	19·7	26·4	23·0	36·1	32·3	36·2	35·6
57-Miscellaneous ..	6·0	10·6	10·2	29·9	21·8	32·0	41·5	57·5	69·2	1,83·2	2,85·4
62-Miscellaneous Adjustments between Central and Provincial Governments.	..	..	..	..	..	..	10·9	0·9	..	..	..
63-Extraordinary charges..	0·4	1·4	2·8	1·2	4·5	..	17·3	..	..	1·3	..
64-A—Transfers to the Revenue Reserve (Post-War Reconstruction Fund).	..	..	..	..	..	..	..	..	..	..	..
64-B—Civil Defence ..	..	..	..	..	73·6	74·6	72·9	49·4	34·4	1·3	0·9
Total expenditure charged to Revenue.	11,64·7	11,95·7	12,00·6	13,40·5	15,64·3	18,37·2	20,88·0	25,37·7	31,68·3	36,37·3	41,65·6

58. It will be seen from the classified figures that whereas during the period of the war there were sizeable increases in expenditure under almost all the administrative heads, few of these were out of proportion to the rise in prices. In substance, therefore, these were only enhanced amounts necessitated by the rise in prices for the same level of activities as obtained before the commencement of the war. Expenditure under such heads as Irrigation, General Administration, Police, Agriculture, and Miscellaneous Departments shows a real increase, indicating that the scope of activities covered by these heads was widened to an appreciable extent during the period of the war. Considering, however, the policy adopted by Government, referred to above, these increases appear to have been inherently justifiable. They referred to either additional staff rendered necessary on account of war activities or efforts to augment supplies of essential articles such as food-stuffs.

Reconstruction.

59. A part of the increase in expenditure in the departments noted above and others to which the reconstruction activities of Government extended was deliberately incurred with a view to preparing the ground for launching a development drive on the return of peace. This, perhaps, explains also another feature of recent growth of expenditure in some of the nation-building departments, which is striking. Normally if the total expenditure of a department shows an increase, either because of a rise in prices or because of an extension in the activities of the department, the proportionate increase on account of the officer staff is expected to be not so marked as the increase in establishment and contingent charges. Actually, however, in several departments such as Supply and the group of departments coming under the head 'Reconstruction' a very noticeable increase is recorded in expenditure on officer staff. In so far as this disproportion was due to the fact that the stage of planning had not then been followed by a stage of execution, it may be considered natural. We have obtained statements of expenditure for almost all the departments of Government, and though no useful purpose would be served by commenting in detail on all of them, the following few samples of classified expenditure under the Departments of Agriculture, Co-operation, Industries, Civil Supplies and Housing Organisation shown in Table II will serve to indicate the nature of this tendency.

TABLE II.

(In thousands of Rs.)

(1)	1938–39 (Accounts) (2)	1946–47 (Budget) (3)	Percentage of increase of column 3 over column 2. (4)
	40-Agriculture.		Per cent
Pay of Officers ..	203·3	345·9	+70
Expenditure on Administrative Machinery ..	758·3	3,229·4	+326
Major Head Expenditure ..	1,485·3	19,268·0	+1,197
	42-Co-operation.		
Pay of Officers ..	96·5	322·6	+234
Expenditure on Administrative Machinery	549·2	2,095·2	+282
Major Head Expenditure ..	614·4	2,425·0	+295
	43-Industries.		
Pay of Officers ..	93·3	157·6	+69
Expenditure on Administrative Machinery ..	482·2	1,518·9	+215
Major Head Expenditure ..	892·0	3,292·0	+269

47-Miscellaneous Departments.

(H–5 Civil Supplies and H–6 Rationing Expenditure).

	1942–43 (Accounts)	1946–47 (Budget)	
Pay of Officers ..	68·8	935·6	+1,260
Expenditure on Administrative Machinery ..	634·5	2,367·6	+273
Major Head Expenditure ..	834·6	15,372·6	+1,742

(In thousands of Rs.)

Housing Organisation.

	1947-48 (Revised)	1948-49 (Budget)	Percentage of increase of column 3 over column 2
Pay of Officers ..	89	181	+103
Expenditure on Administrative Machinery ..	412	1,252	+204
Works Expenditure ..	2,399	15,000	+525

60. Had the expectation of the restoration of stable economic conditions referred to above been actually realised, not only would this disproportion have been automatically corrected, but the good effect of the reconstruction activities of Government would have been seen directly by augmentation of the resources of the people, and indirectly, by an addition to Government revenues. We have, however, noted in almost all departments that, partly on account of a shortage of personnel, but mostly on account of a shortage of material, the reconstruction activities of Government could not in fact be proceeded with according to plan. Housing, minor irrigation and building work of all types are only a few examples. This unexpected situation has resulted in having some top heavy organisations in the so-called beneficent departments.

Provincial Revenue.

61. On the other hand, Government have vigorously pursued their social reform policy which has seriously affected the financial position. Attached table III gives the progress of revenue under various heads for the eleven years beginning from 1938-39 :

TABLE III.

Provincial Revenues, 1938–39 to 1948–49.

(Figures in lakhs of rupees)

Heads of Revenue.	1938–39	1939–40	1940–41	1941–42	1942–43	1943–44	1944–45	1945–46	1946–47	1947–48 (Revised)	1948–49 (Budget)
1	2	3	4	5	6	7	8	9	10	11	12
IV—Taxes on Income other than Corporation tax.	30·0	55·8	83·2	1,47·8	2,18·0	3,90·0	5,31·2	5,75·0	5,97·4	6,24·5	7,57·3
V—Salt ..	..	..	..	..	..	..	..	..	..	..	..
VII—Land Revenue ..	3,54·6	3,43·2	3,45·6	3,94·6	4,06·6	3,21·5	4,05·8	3,89·9	3,65·5	3,77·6	3,68·5
VIII—Provincial Excise ..	2,89·8	2,02·1	2,21·1	2,70·9	3,75·3	5,35·7	7,55·9	8,90·9	9,74·3	8,41·7	6,70·0
IX—Stamps ..	1,44·4	1,38·9	1,46·5	1,62·1	1,70·2	2,44·8	2,72·5	2,66·9	3,30·9	3,16·4	3,20·3
X—Forest ..	40·6	38·6	44·5	69·8	1,13·1	2,19·4	3,13·8	2,45·0	2,69·8	2,35·4	1,95·6
XI—Registration ..	14·4	13·8	15·0	16·9	20·9	26·9	27·9	27·5	30·2	30·6	28·2
XII—Receipts under Motor Vehicles Act.	45·4	41·8	49·7	45·2	43·4	48·4	55·1	62·3	78·0	94·0	77·5
XIII—Other Taxes and Duties.	63·9	1,94·0	2,35·2	2,16·3	2,28·6	3,31·0	4,90·6	4,29·2	5,34·7	8,58·8	9,56·4

XVII—*Irrigation, Navigation, Embankment and Drainage works for which capital accounts are kept.*											
Total Revenues ..	31·2	33·7	41·3	56·4	52·0	45·9	59·6	59·8	61·9	62·6	62·4
Working expenses ..	−15·9	−14·3	−14·7	−15·2	−15·0	−15·4	−22·3	−25·9	−24·6	−30·7	−27·4
Net ..	15·3	19·4	26·6	41·2	37·0	30·5	37·3	33·9	37·3	31·9	35·0
XVIII—Irrigation, Navigation, Embankment and Drainage works for which no capital accounts are kept.	6·6	12·8	14·0	14·3	11·6	11·3	15·4	18·8	24·0	8·2	8·6
XX—Interest ..	7·3	8·4	10·3	11·1	15·6	13·0	12·7	13·6	21·2	37·1	39·6
XXI—Administration of Justice.	15·3	16·8	18·4	19·1	21·5	29·5	32·4	36·7	38·8	49·1	43·7
XXII—Jails and Convict Settlements.	4·2	4·1	4·8	5·2	5·2	7·4	9·4	11·5	10·2	9·6	8·3
XXIII—Police ..	9·3	9·9	14·4	13·5	17·3	17·9	18·3	17·3	22·6	20·3	20·9
XXIV—Ports and Pilotage	..	..	..	..	..	..	0·1	0·1	0·1	0·1	0·1
XXVI—Education ..	15·8	23·0	25·6	21·0	19·3	19·6	22·4	24·6	29·3	28·4	36·5
XXVII—Medical ..	14·6	15·1	15·8	17·7	19·5	30·9	34·4	43·7	37·7	48·6	43·9
XXVIII—Public Health ..	19·9	27·3	29·5	36·5	44·0	39·9	44·1	52·1	65·4	39·1	39·3

TABLE III—*contd.*

Heads of Revenue.	1938–39	1939–40	1940–41	1941–42	1942–43	1943–44	1944–45	1945–46	1946–47	1947–48 (Revised)	1948–49 (Budget)
1	2	3	4	5	6	7	8	9	10	11	12
XXIX—Agriculture ..	3·5	4·2	4·6	8·8	14·7	23·1	84·6	1,41·2	2,26·9	1,38·3	1,02·5
XXX—Veterinary ..	0·4	0·4	0·4	0·3	0·3	0·5	1·1	0·6	0·9	0·5	0·5
XXXI—Co-operation ..	2·0	3·3	8·4	5·5	9·8	4·6	3·9	9·2	11·4	3·9	6·5
XXXII—Industries ..	5·0	4·4	4·2	5·3	6·4	9·5	12·3	11·3	11·5	8·9	8·9
XXXVI—Miscellaneous Departments.	1·9	1·8	1·9	2·1	2·4	12·1	35·2	52·6	54·9	76·5	61·0
XXXIX—Civil Works ..	40·1	37·1	31·8	64·2	64·8	30·8	34·5	40·1	49·3	23·3	21·5
XL—Bombay Development Scheme.	8·3	11·9	14·3	15·2	15·4	15·9	16·3	16·6	17·7	16·6	16·5
XLI—Receipts from Electricity Schemes.	..	..	..	..	..	..	..	0·1	0·7	0·9	0·9

XLIII—Transfers from Famine Relief Fund.	2·2	1·9	2·2	1·5	2·8	4·1	7·2	2·7	8·9	4·3	3·3
XLIV—Receipts in aid of Superannuation.	8·5	7·8	7·4	6·7	6·0	7·6	7·4	5·3	8·4	8·4	7·4
XLV—Stationery and Printing.	3·6	3·3	4·2	5·8	5·7	5·9	8·3	6·9	7·2	7·9	4·9
XLVI—Miscellaneous ..	5·7	7·2	5·3	9·1	18·9	13·3	14·7	14·6	18·1	16·0	12·3
XLVI—A—Receipts on account of Nationalisation of Road Transport Scheme.	..	..	..	..	..	..	..	..	..	..	1·0
L—Miscellaneous adjustments between Central and Provincial Governments.	0·3	0·2	0·2	..	0·2	0·1	0·1	0·1	..	0·1	0·1
LI—Extraordinary Receipts.	6·8	3·1	2·9	1·1	0·3	4·1	0·5	..	80·4	3,48·0	4,74·8
LII—B—Civil Defence ..	..	..	..	..	0·5	10·0	11·9	10·8	10·5	4·4	..
Grand Total ..	11,79·7	12,51·6	13,88·0	16,28·8	19,15·3	24,68·3	33,17·3	34,51·1	39,74·2	43,09·4	43,71·8

62. It will be seen that, whereas the period of abundant revenues cannot yet be said to have come to an end, there are unmistakable signs of recession in many of the significant sources of revenue. In fact, as is well-known, a balance has been maintained in recent years either by imposing new taxes or increasing old ones. Even with this strengthening of the revenue structure, the shortage created by the gradual extinction of provincial excise is not likely to be easily met. In a note supplied to us by the Finance Department on the financial position of the Government of Bombay an average annual revenue surplus of Rs. two crores has been expected during the five years after the end of the war. This average is based on an expectation of a higher surplus in earlier years followed by more modest ones later on. As items of expenditure are distributed between revenue and post-war reconstruction heads the extent to which this expectation has actually been realised is not immediately apparent. That the position is not yet altogether disappointing will be seen from the fact that Rs. two crores have been provided for redemption of debt in the current budget. It is, however, to be noticed that no allotment has been made this year to the Post-War Reconstruction Fund, but a sum of Rs. 1,70 lakhs from the Fund has been utilised for reconstruction items in the budget. In any case taking a realistic view of existing trends of taxation it will be unduly optimistic to expect not only that the loss of provincial excise will be made up, but that a substantial surplus can be created for meeting the recurring liabilities of Government.

Prospects of Revenue.

63. While it is not our direct concern to examine in detail the revenue position of Government, it would obviously be impossible to think of any expenditure policy which is not correlated to the prospects of revenue. It is for this reason that we consider it necessary to examine, at least in a general way, the prospects of revenue, so that both the size and the distribution of provincial expenditure can be satisfactorily organised. The principal sources of Provincial revenue are :—

(1) Provincial share of Income Tax,
(2) Land Revenue,
(3) Provincial Excise and
(4) the newly introduced Sales Tax.

Other sources of revenue include Stamps, Forest, Electricity Duty, Taxes on Motor Vehicles, and the Urban Immoveable Property Tax.

64. In view of the serious curtailment in industrial activity due to several causes, it would be unjustifiable to expect that the Provincial share in Income Tax will grow beyond its present size, unless the basis of distribution is revised to the advantage of Bombay. The attitude of the Government of India towards the Provincial sharing of centrally collected taxes has not been very reassuring. Recently, Bombay's share of the distributable part of Income Tax has been increased from 20 to 21 per cent, and the proposal of the Finance Sub-Committee of the Constituent Assembly to give to provinces a 60 per cent share of both Income Tax and Corporation Tax including Super Tax, has been shelved for a period of five years. This indicates that it would not be safe to undertake Provincial expenditure in the expectation of an increased share from the Income Tax.

65. The traditional source of Provincial revenue, viz., Land Revenue, which at present brings in approximately Rs. 370 lakhs can at best be considered a stationary source. It is only by allowing local bodies to tax increased income on agricultural land that the Provincial Government can indirectly receive any relief from this source. Actually Government have distributed 15 per cent of this revenue among local bodies, thus reducing the amount at their own disposal. Excise will vanish ere long, before the full burden of the various schemes of expansion has been reached. The general Sales Tax, which has recently been introduced, is no doubt a promising source of income, and it may in due course be expected to cover a large portion of the loss caused by prohibition. The other taxes, such as Electricity Duty, Stamps and Entertainments Tax, are incapable of much expansion. Almost all of them, further, are of such a nature that they fluctuate with the level of economic activity and would show a definite decline during a period of depression. In view of the expanding commitments of the local bodies, it is doubtful whether the Urban Immovable Property Tax is susceptible of much enhancement for the purposes of the Provincial Government without seriously impairing local finance. Recent representations made to the Government of Bombay by such important local bodies as the Bombay Municipal Corporation, whose needs had to be met by block grants amounting to Rs. 80 lakhs during the last two years, would show that the benefit which the Provincial Government can directly derive from an extension and increase of the Urban Immoveable Property Tax is very limited.

66. We dare say that some further addition to sources of revenue and some readjustment of the rates of existing sources would be made by Government if the need arose; but taking into account the general level of economic activity in the country and the combined claims of local, Provincial and Central Governments on the citizen for the financing of their respective activities, it would not be improper to suggest that before recurring expenditure of a considerable size is undertaken by Government, some correlation with the probable increase in the yield of existing and prospective taxes must be attempted. In this respect it is worth noting that an expected revenue surplus of 100 crores of rupees in the Central budget has, on account of unforseen factors, been transformed into an uncovered deficit of a few crores. The provincial budget in respect of its share of Income Tax and of grants, capital and current, depends so vitally on the financial position of the Government of India, that these unexpected developments in central finance cannot be ignored in planning provincial expenditure.

PRIORITIES.

67. Judging from the tendencies and inherent character of both principal and minor sources of Provincial revenue, we feel that it is necessary to exercise caution in the matter of launching large scale schemes of expansion especially those which saddle the Provincial Government with large recurring expenditure. In this respect we have two special points to urge on Government. While, as stated at the commencement of this chapter, the demands for development and amelioration are almost unlimited, both the present and the prospective resources of Government are definitely limited, perhaps more limited than one would like to recognise. In this situation it is necessary to institut: some order of priorities in public expenditure. Internal security is the first priority for any Government. In this regard it is sigrificant that expenditure under Police, which even during the worst years of the war never exceeded Rs. 3 crores, has in the latest budget very nearly reached a six-crore mark. As this is an expenditure which must have top priority with any Government, there can be little criticism about its necessity, disquieting though it be. If on such an essential and non-productive item of expenditure the amount spent has increased from Rs. 1 4 crores in 1938–39 to nearly Rs. 6 crores in the budget for 1948–49, this would necessarily imply that we cannot afford to go forward as enthusiastically with other items of expenditure as we might have done in different circumstances.

68. Next to internal security, high priority would naturally have to be accorded to food supply and generally to schemes of economic and industrial development. On this account, the expenditure incurred on such subjects as agriculture and industries must be considered desirable in principle, provided it can be met out of current revenues without serious harm to other essential expenditure. In our remarks on the working of these departments we have indicated what we consider to be some of their short-comings. We recognise that expenditure which is designed to be productive takes time to make its beneficent results felt, but we cannot altogether ignore the fact revealed by the figures of production of food grains in Bombay Province, to which attention was pointedly drawn in the speech of the Hon. the Finance Minister when he introduced the budget estimates for 1948–49. He said that the peak year of production of food grains in the Province was 1943–44 and that production had declined during 1946–47. Undoubtedly seasonal factors have a good deal to do with such results. But in view of the very heavy expenditure that the Provincial Government are now incurring on agriculture and allied subjects, it would be desirable for Government to make sure that all the expenditure incurred is on schemes which directly help either the extent or the yield of cultivation.

69. It is only when security and food supply are assured that expansion in other items of expenditure can be considered. Among these education, and especially primary education, is by far the most important. Not only for the cultural, but also for the political and economic benefits of education, expenditure incurred on this subject must be considered both desirable and in a special sense productive. Considering, however, the revenue position, to which we have drawn attention, we feel that there is reason to doubt whether the recurring expenditure involved in any large-scale scheme to introduce universal and free primary education at an early date can be met from a likely increase in Provincial revenue. It is not necessary in the present context to go into the details of expenditure planned for the various other departments. The point that we wish to make is that while capital expenditure may be met either out of reserves already built up or out of revenues currently raised, the simultaneous accumulation of large-scale recurring burdens in all items of Governmental activity is likely to meet with a serious check in the course of the next few years.

70. There is another angle from which also the direct increase in Governmental activity in other than essential respects has to be viewed. As we have observed earlier, though the war is over, the period of shortages has not come to an end. Though in this respect any Government that looked hopefully to the future would have erred in good company, we feel that the time has come to recognise that the policy laid down for themselves by the then Government of Bombay, when faced with the inflationary situation referred to above in paragraph 55, cannot be completely abandoned. Though this would be somewhat disappointing to a Government which is keen on achieving the maximum results in the shortest possible time, still it is a plain fact that Government are adding to their own difficulties and to those of the people at large by competing in a market of short supplies for services and materials. While we do not suggest that essential and productive expenditure should on this account be suspended, we do feel that some delimitation of the field of reconstruction activities and some slowing down of their pace are necessitated by the revenue position and by the continuing inflationary trends. That in any case Government have ultimately to recognise the inexorable logic of the situation is already clear from the serious handicaps in respect of the supply of materials under which the housing and the other developmental departments of Government have had to work.

Expenditure of Local Bodies.

71. survey, both of the revenue and expenditure policy of Government in recent years, suggests another important point. Either on account of dissatisfaction and impatience at the inefficiency of local bodies or as a result of reformist zeal, there is a pronounced tendency for the Povincial Government to take over direct responsibility, administrative as well as financial, for a large variety of functions which in their nature ought to belong to local self-governing bodies. Medicine, public health, education and roads are some instances in point. Even ignoring the administrative principle involved, viz., the need to foster active centres of local self-government as a training ground for democratic government on the provincial and national level, on strictly financial grounds we feel that some reversal of recent policy in this respect is called for. For instance, it is probable that if the Provin-

cial Government were to take over responsibility for medical relief and public health all over the Province, at least for the time being efficiency of the administration of these activities would improve. But it is doubtful whether the financial burden involved in making a progressive and satisfactory medical service available over the whole Province could be continuously borne by the Provincial Government in the light of their own revenue prospects. Secondly, if the local population and their elected representatives in local bodies have little direct responsibility for the administration of what are essentially municipal services, it is doubtful whether they would be ready to tax themselves for their upkeep. With a view, therefore, to evoke from the people the highest measure of self-help in activities like these, a policy of maximum possible decentralisation, financial as well as administrative, should be followed. Incidentally this would make local services to some extent independent of the vicissitudes of provincial finance.

Productive Spending.

72. In deciding priorities among reconstruction items of expenditure, it is only proper that their productive nature should be taken note of. But it is likely that the meaning of "productive" may be differently understood in different contexts. Thus, while expenditure on wider training facilities for technical personnel is productive in the sense that those who have the benefit of such training may later become efficient agents of production, it is for consideration whether the capital and running expenditure of training establishments set up in a hurry can be justified in relation to the number of students who can be absorbed by industry. We recognise that expenditure on training should have a high priority in reconstruction expenditure, but heavy capital expenditure and any possible duplication of training facilities should be avoided.

73. The need for scrutiny of capital expenditure is all the greater in schemes which have definitely a commercial character. The electrical grid and the motor transport schemes are both intended in the long run not only to repay expenditure incurred on them but to contribute to the revenues of the Province. But if capital expenditure and staffing are proceeded with under present inflated condi-

tions of prices and wages, the chances of these enterprises proving remunerative are small. It is common knowledge that in the private sector of industrial activity business men have been extremely unwilling to incur capital expenditure in present inflationary conditions. They are, and have been, laying up reserves which they hope to utilise for schemes of expansion when conditions become more favourable. Both on grounds of normal business calculation, and even more so on grounds of the proper place of public spending in relation to the trade cycle, expenditure by Government on commercial investment should be undertaken in times of incipient depression, and certainly not in time of continuing inflation.

Ameliorative Spending.

74. Another item on which expenditure has latterly been undertaken by Government is the Bombay Milk Scheme. So long as the element of subsidy with a view to make cheap milk available to the poorer sections of the community was a feature of the scheme, it could be regarded as justifiable, being a subsidy on consumption of an essential article of diet for the less fortunate sections of society. But with the removal of the subsidy element, and with the present relatively high rate at which milk is being sold, it is difficult to understand in whose interest, either from amongst the consumers or from amongst the producers, continued direct expenditure by Government is justified. We are far from suggesting that improvement in the supply of milk to the community is not a desirable activity on the part of Government. We only desire to point out that if some logical or just priorities are to be instituted with regard to the urgent needs of the population, a scheme which can at best help the upper sections of the inhabitants of a big urban centre would have a much lower priority than many other schemes which cannot be undertaken for want of funds.

Government Budget and Economic Activity.

75. It is a common practice with modern Governments to arm themselves with a survey of the sources of income and pattern of expenditure of the people whom on the one hand they have to tax and on the other they seek to benefit. In India such a survey would

certainly be better undertaken by co-ordinated effort of the Central and the Provincial Governments. But if for some reason the Government of India do not see their way to undertake this very desirable activity at an early date, the Government of Bombay should lose no time in providing themselves with this necessary information for their own purposes. The extent of available taxable capacity of the people of the Province as a whole and of the different sections amongst them, as also the likely incidence of any tax or of an increase in the same on various classes cannot be reliably judged except with the help of such statistical information. The Labour Department already has valuable experience of enquiring into family budgets. The Industries Department and the Agricultural Department have also occasionally undertaken special enquiries into industrial and agricultural production respectively. The time has come when, under the direction of the Statistical Bureau and with proper expert advice, the plan and mechanism of an initial enquiry of this type should be finalised and should be put into operation. It would be then possible for Government to present along with the annual budget a statement of the economic condition of the Province as a whole, as is done, for instance, by the Chancellor of the Exchequer in Great Britain. It would indeed be necessary, once the initial enquiry is made, to maintain its results up to date, so that long-term budgetary planning would be rendered possible. It is now realised that we can no longer be content with following the established practice of preparing a self-contained budget from year to year and that it is necessary to supplement it by long-term forecasts of the commitments and resources of Government. That being so, the need for such a survey as is indicated above, is obvious.

Reduction in Establishments.

76. We append a statement (Table IV) which indicates the progress of expenditure on temporary staff in the various departments. It will be seen from this table that both the amount and the proportion of expenditure on temporary staff have considerably increased during the war period and still continue to be on an unusually high level. In so far as the purpose of the employment of temporary staff has either already vanished, as in the case of a large part of the activities of the Civil Supply Department, or is likely to be curtailed, as in the case of

several reconstruction activities, which according to the policy of priorities herein suggested may have to be readjusted and reduced, it is necessary that a systematic plan for reducing the burden of temporary staff should be laid down. For this purpose it would be necessary to institute departmental enquiries into the total volume of work which is now undertaken and which actually is likely to be undertaken in the near future. Such an investigation can be fruitfully carried out only by persons having a detailed knowledge of the organisation and plans of each department. Any resulting termination of services now brought about would be preferable to any sudden action which may at a later stage be forced on Government. If an employment programme is systematically planned, the rate of reduction in staff as also the terms of any special compensation that may be thought of could be more satisfactorily settled. As yet the expenditure policy of Government seems to be under the influence of a desire to go on expanding its activities on almost all fronts. Fresh posts are being created continuously in almost all departments. In this atmosphere there can be no room for suggesting any *overall* retrenchment. It is only by studying the present working and the immediately prospective plan of activities for each department that the requirements both of efficiency and of economy can be satisfactorily met.

77. As our purpose, as outlined in the terms of reference, is that of suggesting an economical and efficient system of administration, we have ventured in the following chapters to outline general as well as departmental suggestions which, in our opinion, are calculated to achieve this objective. But for the constantly pressing need of timely adjustment between work undertaken and staff employed, an internal check is called for. It would be possible to combine this check with at least the initial operations of the Office Procedure Enquiry which we have recommended in paragraph 395. The need of a timely adjustment of the strength of the staff to changing requirements of functions actually undertaken and of ensuring a high standard of individual and collective efficiency will be obvious if we take into account the increasing total of the expenditure on establishments including grant-in-aid establishments, which now amounts to 18 crores of rupees.

TABLE IV.

Statement showing the progress of expenditure on temporary establishments from the year 1938-39 to 1946-47.

(Figures in thousands of rupees).

Budget Heads.	A	C	C	O	U	N	T	S	1946-47 (Budget).
	1938-39	1939-40	1940-41	1941-42	1942-43	1943-44	1944-45	1945-46	
7-Land Revenue ...	65·4	60·0	53·4	56·3	69·8	92·4	2,48·7	3,85·7	3,61·5
8-Provincial Excise ...	2,59·3	3,99·5	4,38·8	4,77·9	4,87·1	4,87·1	6,32·1	6,66·1	6,59·2
10-Forest	24·1	24·9	23·1	37·1	61·7	83·0	77·8	1,18·2	1,22·4
25-General Administration (Entire Budget Head) ...	65·4	1,02·4	1,39·3	1,68·2	3,60·0	5,86·7	9,93·2	15,00·9	14,14·9
25-General Administration—Secretariat Departments only (excluding C.S.D.)	45·2	80·3	1,03·1	1,13·4	1,89·5	2,17·4	2,68·6	2,68·0	4,19·9
29-Police	23·4	33·4	2,95·6	5,85·9	11,38·5	14,51·1	12,11·9	8,93·9	6,55·7
38-Medical	13·5	29·6	57·0	65·9	68·3	1,06·3	1,20·8	1,45·3	1,53·4
40-Agriculture	37·7	55·9	69·1	1,67·6	2,27·6	3,87·9	7,68·3	12,37·3	10,19·7
42-Co-operation	9·8	82·6	1,46·8	1,88·1	2,68·8	1,55·2	2,02·5	3,01·4	5,36·4
43-Industries	55·9	29·5	13·4	16·8	40·4	1,92·8	1,79·4	1,63·8	4,42·8
47-Miscellaneous Departments (exclusive of H-5 Civil Supplies and H-6 Rationing)	20·0	39·6	61·2	80·0	91·0	1,00·5	3,08·9	6,04·6	6,88·1
57-Miscellaneous ...	1·4	.....	0·9	65·1	5·4	7·0	42·4	6·9	78·8

Financial Integrity of the Province.

78. Since the Government of India Act, 1935 was passed, and even more so since the attainment of independence, it seems that the Provinces as constituent States would be more and more required to stand on their own legs, both for their current administration as also for their financial credit. While, therefore, we might always hope for the best and continue to urge on the Government of India the legitimate claims of our Province, a more self-reliant and purposeful policy on the part of the Provincial Government is now called for. The performance of the Bombay Province in this respect, as the Hon. the Finance Member said in his last Budget speech, is very creditable, and we trust that, in chalking out both their immediate and future expenditure policy, Government will be guided more by the real prospects of continuing resources than by the somewhat hypothetical figures, on which a few years ago it was justifiable to base all reconstruction plans.

CHAPTER V.

STATE TRADING.

State and Industry.

79. Recent years, especially since the end of the first world war, have witnessed a profound change in the relationship of the State to economic activity. No more than about thirty years ago any suggestions of State control over industries would have been considered heretical. A striking example of this policy of non-intervention is to be found in the fact that the Secretary of State for India did not permit the Madras Government to undertake a small pioneering industry even on an experimental basis. The Bombay overnment took long to recognise that legislation protecting the agriculturist debtor from the unscrupulous practices of the money-lender was a permissible part of its functions. Yet the idea of public ownership of industries is not new to India. In fact, long before similar action was contemplated in the more advanced countries, including Great Britain, the railways, the irrigation systems and the ordnance factories were directly controlled by the Indian Government. But such instances were regarded as exceptions, and for the most part, Governments, both central and provincial, disowned any direct responsibility for the development of industries.

80. Irresistible social and economic trends have however changed the attitude even of Governments not committed to a socialist programme. Starting from a purely humanitarian interest in regulating the conditions of employment in factories, progress towards the assumption by the State of full responsibiliy for industrial development has been rapid. The conditions created by the world wars necessitated the intervention of the State in the trade and commerce of the country. By various devices, such as the regulation of trading by means of the licence system, price control and rationing, Governments have attempted to check the rising spiral of prices and to distribute equitably essential commodities that were in short supply. In the post-war period considerations of defence and the urge to industrialise the country in the shortest possible time have rapidly transformed State policy in the sphere of trade and industry. The nature of this change can be best illustrated by a reference to the threefold classification of industries contained in the resolution on industrial policy

recently adopted by the Indian Parliament. The three categories were (1) industries which should be exclusively the monopoly of the State, (2) industries over which Government would exercise control and (3) industries which would be left to private enterprise. While speaking on this resolution, the Prime Minister of India said in effect that though the complete nationalisation of industry was inevitable, it was necessary to move gradually so as not to impair the productive structure of the nation and to institute priorities for the most efficient use of the limited resources of the country. Though major industries would be a concern of the Government of India, it is inevitable that in their own sphere the Provincial Governments should follow a similar policy and seek to influence industry by direct operation, social regulation and tolerated freedom as each case may require.

Government's Business Undertakings.

81. The Government of Bombay have already undertaken two schemes of major importance, the generation and distribution of electric supply on a regional basis through an electric grid and the nationalisation of motor transport. The advantages of an electric grid are obvious. Inefficient, isolated local power stations are thereby eliminated, and the economic production of electricity on a large scale at a few selected stations and its distribution over urban and rural areas at cheap rates are made possible. Government also propose to run passenger bus services in the rural areas, so as to co-ordinate road transport with the railways and to utilise the profits of such services for public benefit.

82. We note that Government have already decided to entrust these schemes to statutory provincial boards. As the creation of a trading corporation is a central subject, this required legislation by the Indian Parliament, which has already been introduced. In the meantime Government have started developing the electric supply at Ahmedabad thermal station under the Electrical Commissioner, and they dropose to run passenger services in the central division under the direction of the Provincial Motor Transport Controller. It appears to us that the initiation and management of these schemes departmentally are likely to prejudice the future working of the autonomous boards, which are proposed to be set up. In such matters as selection and status of staff and the ensuring of a business-like organisation and direction, conditions created by State initiation are not likely to

conform to the standards and requirements of a corporation. Moreover it is necessary that the finances of these undertakings should be kept separate from the outset. We therefore recommend that no new schemes should be started on departmental lines and that those already started should be transferred to appropriate statutory corporations without delay.

Milk Scheme.

83. The milk programme of Government consists of dairy development, which includes the construction of dairy farms and the collection of milk on a co-operative basis, and the distribution of milk in urban areas. The milk distribution scheme has been in operation in Bombay for some time under the Milk Commissioner. We have recommended in paragraph 239 that encouragement to production of milk and the working of the dairy section should form part of the activities of the Agricultural Department. But we hold the view that the distribution and marketing of milk should be organised on a self-supporting basis and should be entrusted to a public corporation. Thus a statutory milk board should look after the purchase and distribution of milk in Greater Bombay. Similar boards should be set up for other big cities and should function in close co-operation with the dairy development section of the Agricultural Department, so as to ensure that enough milk is left in the districts for the needs of the rural population.

Difference between the Methods of Industry and Government.

84. There is a fundamental difference between the working of Government and methods of business which is apt to be overlooked. The former is regulative and is concerned with the administration of the law and rules, while the latter are productive, in that they produce and distribute goods or render services on payment. While Government departments have to confine their activities within set limits prescribed by legislation, departmental rules and treasury control, business concerns have to conduct their affairs with an eye on the balance sheet. The qualities required in a Government officer are integrity, honesty and sound judgment, while a businessman must possess, in addition to these, drive, energy and quick responsiveness to changing circumstances. The technique and procedure evolved for

the transaction of governmental business are thus unsuitable for a commercial undertaking. The method of pay and promotion also in a business concern has to be such as to maintain a high standard of individual efficiency and to stimulate ambition rather than to ensure security and contentment.

85. For these reasons we feel convinced that a public corporation is the best instrument for conducting State trading activities.

The Public Corporation.

86. The idea of the public corporation to conduct public enterprises was evolved so as to combine the independence and flexibility of private business with the necessity of public control. It has two advantages over departmental management of industry. Firstly, the industry is in the hands of a board which is subject to ministerial control only in matters of general policy ; and secondly, it operates as a self-sufficient unit, balancing its income against expenditure over a given period. The public corporation is thus assured freedom from political interference and treasury control in its day-to-day administration. Responsibility to the public is maintained by the appointment of the governing board of the corporation by the Minister, who is answerable to the Legislature. We have given considerable thought to the question whether this board should be deliberative or functional. Since matters of general policy are laid down by the Minister, the balance of advantage seems to lie in favour of having a small functional board, so appointed as to cover the basic pattern of the industry brought under public control. The members of the board should be selected on the basis of competence and ability to administer the industry efficiently in the public interest. Subject to the above qualifications being satisfied, representation may be given to the various interests concerned in the industry. We suggest that the members of the board should retire by rotation so as to maintain continuity of experience. It may be desirable in some cases to form advisory committees through which the several interests affected by the operations of the corporation can represent their views.

87. The chief post-war development of the public corporation in Great Britain and elsewhere has been that it is made subject to a greater degree of ministerial direction. Previously, a Minister's powers and responsibilities were in effect confined to the appointment

of the board and to acting as its spokesman in Parliament. Though he was answerable for its general policy, the principle of non-intervention was interpreted so widely as to exclude discussion in Parliament of any subject other than very general questions of policy. So long as the nationalised industries could work as self-contained and self-supporting units and were not required to fit in with the national economic plan, the absence of ministerial direction was not felt. But the position was altered when key industries such as coal, transport and electricity began to be nationalised, and the need arose for a unified, co-ordinated and planned direction. On the whole we feel that the public corporation should be subject to ministerial control only in matters of general policy, and that interference in matters of internal organisation or administrative details should be avoided. We would further recommend that before issuing directions to a public corporation the Minister should consult the governing board on the points involved. Public accountability can be enforced by questions to the Minister on general matters, occasional debates and discussion on the presentation of annual reports and accounts in the legislature. In the case of a subsidised industry a further opportunity will be provided at the budget stage.

88. As we have already stated, the main advantage of a public corporation is that the industry operates as a self-contained unit, balancing its budget, if not annually, over a period. The degree of financial independence of public corporations has varied from the complete autonomy of the pre-war self-supporting corporations to the post-war treasury controlled subsidised boards. Nevertheless there are certain financial principles which are applicable to all public enterprises administered through public corporations. A public corporation should be given the benefit of cheap borrowing on Government account or with Government guarantee. It should have a free hand in the financing of the industry so as to enable it to cover the cost of its operations by its receipts and to lay by sufficient surplus to meet such financial obligations as interest, sinking fund and depreciation and obsolescence charges. But this does not rule out State assistance which may be required by a nascent industry, at any rate in its initial stages. But even in such cases treasury control must be kept to the minimum, consistently with the protection of public monies. Until the finances of a public corporation are placed on a sound footing, its surpluses should not be raided by the treasury, but should be allowed

to be ploughed back into the undertaking to increase its reserve fund, to improve the working conditions of the staff and the standard of service to the community or to lower the charges to the public.

89. As a public enterprise partakes of the character of a monopoly concern, even though under public control, it is desirable that neither the corporation nor the Minister should have the power to make price or rate variations without consulting some outside agency. There should, therefore, be a statutory provision for previous consultation with the advisory committees before the limits of rate variations are altered.

Corporation Service.

90. It should be made perfectly clear that service under a corporation is not Government service. The conditions of service in a corporation should be similar to those in a business concern. The selection of technical officers should be made not through the Public Service Commission but through *ad hoc* committees appointed by the board consisting of experts, if necessary, taken from outside. These officers should be recruited by preference from the trade so that they possess the requisite business acumen and experience.

CHAPTER VI.

SECRETARIAT ORGANISATION

91. The existence of a Secretariat in a Government organisation arises from the need for separating questions of policy from current administration, so that the latter is entirely handed over to a separate agency which enjoys a certain amount of freedom in the field of execution. Such current administration could not be dealt with in the Secretariat without considerable expansion of staff and the accompanying evil of over-centralisation. Accordingly, three types of agency have been devised for handling current administration: (1) offices or bureaux attached to the Secretariat; (2) detached offices or departments which transact the current business of Government under the direction and supervision of a Secretariat department; and (3) public corporations which enjoy considerable autonomy and independence in administration and finance. All these three types are, or will shortly be, found in this Province. The attached bureau is best suited to the handling of routine business which does not involve field work. Such an entity is the Bureau of Statistics attached to the Finance Department, and if our proposals are accepted, a similar bureau for legislative drafting will be attached to the Legal Department. The second type of agency, viz., the detached office or department is employed for conducting the great mass of Government business and relieves the Ministries of the details of administration which would otherwise come to them, enabling them to confine their activities to policy, planning and general supervision. Public corporations, which form the third type of agency, are most suitable for the management of public utility concerns or nationalised industries. These require a special degree of initiative and enterprise and have to be conducted as financially self-contained business units.

92. By thus separating policy from execution, the business of the Secretariat is kept within manageable proportions, and the whole organisation can be centrally located, making inter-departmental collaboration easy.

Present Structure.

93. The Secretariat of the Bombay Government is divided into departments, each of which is in charge of a secretary, whose functions

correspond with those of a permanent under secretary in the British administration. General administration is carried out through collectors of districts under the supervision of divisional commissioners, who are answerable to the Revenue and Home departments. For every important activity other than general administration there is a provincial department separate from the Secretariat, reaching its apex in a single officer, who is known as the "Head of the Department." He transacts the routine and executive business of his department subject to the policy-making control and supervision of its corresponding Secretariat department. This general description of the Secretariat departments is not applicable to the Finance and Legal Departments. The former gives financial advice to the other departments and exercises budgetary control over them, while to the latter the departments look for legal opinion and the drafting of legislation.

94. Except in the Public Works Department, in which both the chief engineers act also as secretaries to Government, and the newly created Department of Agriculture and Rural Development which has a technical secretary, it has been the practice to appoint secretaries drawn from the Indian Civil Service. The head of a department generally deals with a single secretary and a single Minister, but a secretary has often to deal with more than one head of a department and with more than one Minister. According to the volume of business transacted in each Secretariat department, the secretary is assisted by gazetted officers of the rank of joint, deputy or under secretaries.

95. The present structure of the Secretariat is thus generally well suited to perform its functions. In the light of past experience and changed circumstances however it requires to be modified in certain respects as indicated below.

Regrouping of Secretariat Departments.

96. The grouping of departments under the various secretaries does not follow any common plan. The charge of a secretary should, as far as possible, be so constituted that it embraces one homogeneous and distinct activity of Government. A case in point is the General Department, which till very recently comprised Education, Health, Industries and Local Self-Government, so that the Secretary to the General Department had to submit files to four Ministers. The considerations which determine the distribution of port-folios among

the Ministers are mainly political, and therefore outside our purview. Moreover the distribution of portfolios among Ministers is likely to vary from time to time. The grouping of Secretariat departments should be in accordance with the principle of homogeneity, *i.e.* that activities which have common objectives or which employ common agencies should be grouped together. An exception should be made only in the case of minor departments or of a new activity of Government which is yet in an experimental stage or not so fully developed as to constitute a department by itself.

97. A multiple charge which leaves little time to the secretary to discharge his duties satisfactorily should be split up. In such a department the secretary is not able to cope with the work and assume full responsibility for it, as is evidenced by the fact that a deputy secretary, and sometimes even an under secretary, is permitted to submit papers direct to the Minister. Accordingly we recommend that the present Departments of Health and Local Government, and Education and Industries should be split up, and should be reconstituted into four departments, namely, Local Government, Public Health, Education and Trade and Industries.

98. Applying the principle of homogeneity, and looking to the growing importance of some of the activities of Government, we suggest the following redistribution of functions among the old and reconstituted departments :

(1) The Department of Trade and Industries should take over industries and fisheries from the present Education and Industries Department and also deal with all the trading activities of Government. The following subjects should also be transferred to it :—

(*a*) Electric Grid from the Public Works Department. Electrical inspection should, however, remain with the Public Works Department.

(*b*) Motor Transport and the administration of the Bombay Motor Vehicles Act from the Home Department.

(*c*) Distilleries from the Revenue Department.

(*d*) Government Printing Presses from the Health and Local Government Department.

(*e*) Distribution of Milk.

(*f*) If some of the Civil Supplies activities are later on placed on a permanent footing, they should also be transferred to this department after the closing of the Civil Supplies Department.

(2) Minor Irrigation should be transferred from the Agricultural and Rural Development Department to the Public Works Department.

(3) Forests should be transferred from the Revenue to the Agricultural Department, as the principal function of the latter is the maximum utilisation of the land resources of the Province.

(4) Sales Tax should be taken away from the Finance Department, which, by its nature, is not an administrative department and should be transferred to the Revenue Department, whose normal duty it is to attend to all revenue collections.

(5) As a corollary to the proposed separation of the judiciary from the executive, Justice should be transferred from the Home Department to the Legal Department. This will make the Department of Law and Justice a fairly heavy charge, and the Secretary Legal Department will require some relief. We recommend that opinion and litigation should continue to be dealt with in the Legal Department as at present, but that a separate Bureau of Legislative Drafting under an officer who has specialised in drafting should be constituted and attached to the Legal Department. A suitable pay scale should be fixed so as to attract the best type of man and make it worth his while to stay in that office for a fairly long period. We have been told that when matters are referred to the Legal Remembrancer for his opinion by the departments, the initial spade work of summarising the facts is often neglected. With a view to ensure that the facts are presented in a convenient form, we recommend that three posts of legal assistants, borne on the cadre of the Legal Department, should be sanctioned in the Revenue, Home and Local Government Departments, from which most of the references to the Legal Department come. In simple cases these assistants themselves may be able to give the advice needed by the department and thus obviate a formal reference to the Legal Department. As this would involve some reduction in the work of the Legal Department proper, it should be possible for it to surrender some posts of assistants.

(6) We find that the work of allotting housing accommodation under the Bombay Land Requisition Act, 1948 is being done by the Health and Local Government Department. In view of the sound

general principle that no executive function should be transacted in the Secretariat, this work should be entrusted to an executive officer under the control of the Housing Commissioner. The Accomodation Branch should then be transferred from the Local Government Department to the Labour and Housing Department.

99. There will thus be thirteen Secretariat departments as a result of the redistribution of functions suggested by us :—

(1) Political and Services.
(2) Home.
(3) Revenue.
(4) Finance.
(5) Local Self-Government.
(6) Public Health.
(7) Education.
(8) Trade and Industries.
(9) Law and Justice.
(10) Agriculture and Forests.
(11) Labour and Housing.
(12) Public Works.
(13) Food and Civil Supplies (temporary).

100. Apart from imparting substantial homogeneity to the working of each Secretariat department, the simplification and augmentation of Secretariat departments suggested by us will, we expect, help individual Ministers to maintain a closer and more continuous contact with the administration of subjects in their respective portfolios. In view of our recommendations regarding the pay scales of secretaries, the increase in the number of Secretariat departments will not throw any additional cost on Government.

Chief Secretary.

101. We find that no arrangements exist at present for the co-ordination of the important activities of the Secretariat departments. In a Cabinet system of Government this work of co-ordination of business devolves upon the Prime Minister, and we feel that in this important matter he should not be without secretarial assistance. The officer who can appropriately render it is the Chief Secretary.

Though cases affecting even indirectly the gazetted personnel of all departments are referred to him, the Chief Secretary's advice is not always sought by the secretaries on other important matters of administration. We suggest that the office of the Chief Secretary should be utilised for the co-ordination of all important matters originating in other departments. For this purpose he should have timely knowledge of the movement of important business in other departments and an opportunity to contribute his own views on matters where he may feel it necessary to do so.

102. The Chief Secretary is at present in charge of the Political and Services Department and also works as Secretary to the Cabinet. In the latter capacity, however, his duties are confined to the preparation of agenda for Cabinet meetings and drafting the Cabinet minutes, with or without the assistance of other secretaries. This work is mainly clerical, and the office of the Cabinet Secretary has not developed on the same lines as in Great Britain for instance, or we believe, in some other Indian Provinces where the Secretary of the Cabinet is in full charge of the business which comes before it and as a rule himself presents the cases for consideration. Here this work is left to the Secretaries concerned, who attend the Cabinet meetings when any business from their departments is on the agenda, and the Chief Secretary is not required, nor indeed has he the time, to grasp the details of any cases which do not concern his own department. We think it would be desirable for the Chief Secretary to become Secretary of the Cabinet in a really effective sense and take charge of all its business; in that case he would automatically function as a co-ordinator of departmental activities. But to give him time for this new duty it would be necessary to relieve him of a large number of miscellaneous affairs which he has to handle at present. His work and responsibility will decrease with the constitution of a separate Labour and Housing Department, but to grant him further relief it is suggested that the following subjects should be transferred from his department:—

(1) Branch A-1 (with the exception of subjects 64 and 67 relating to consular officers and foreigners) and subjects 31, 57 and 58 which deal with exhumations, explosives, petroleum, etc. to the Home Department;

(2) Subject 49 Ancient Monuments, etc. to the Education Department;

(3) Subjects 25 and 52 relating to maritime shipping, and 54 and 55 regarding light-houses and copyrights to the Trade and Industries Department; and

(4) Parks and Gardens to the Agricultural Department.

Appointment of Heads of Departments and Technical or Professional Officers as Secretaries.

103. Almost all heads of departments have stated before us that in their view it is expedient that they should be made secretaries or joint secretaries to Government for their respective departments. The reason given for this suggestion is not that it would bring them into closer contact with their Ministers. Regarding this there is no complaint; on the contrary, it is clear that even now very close contact exists between Ministers and the heads of all departments. This, we consider, to be most desirable and in no way inconsistent with independent scrutiny and tendering of advice by secretaries to Ministers. The demand by heads of departments for a footing in the Secretariat arises from a wish to eliminate one stage in the channel of official correspondence and to prevent the delay which must inevitably occur during examination of proposals in the Secretariat. The head of one department, while explaining to us with evident satisfaction the technique which he had evolved for getting orders from his Minister without the intervention of the secretary, added that this procedure, besides hastening disposal, avoided leakage of information regarding postings and transfers and thus prevented the officers affected from protesting or intriguing in advance to get the orders changed.

104. We sympathise with the impatience felt by energetic officers at what seems to them intolerable delay in the issue of orders by Government, and we realise that in times of real emergency or crisis procedure must give way to the needs of the moment. But we cannot in general support the demand of the departmental chiefs for secretarial status, and our opposition to it is based on principle, on facts and on experience.

105. The principle involved is the one propounded in the opening paragraph of this chapter, where the basic function of the Secretariat is shown to be to scrutinise departmental proposals so as to bring them into line with Government policy or to evolve a new policy to meet

a new situation. A Secretariat department over a long period of years acquires a mass of data and precedents which are probably not available in the head office of the department, and this often enables it to approach a given problem from a new angle. Officers who have worked in the Secretariat know that proposals coming up to Government which seem *prima facie* to be in order frequently assume quite a different appearance after being noted on in the light of the accumulated experience of a Secretariat department. New aspects of a problem are pointed out and probable repercussions suggested which may not have occurred to the departmental officer. In any case, financial issues must be referred to the Finance Department, and proposals for appointments must be submitted to the Public Service Commission when the regulations so require. It is impossible for the head of a department, however experienced, to foresee in all cases how his schemes will impinge on Government's policy or affect other departments, and therefore we feel that, provided there is no unnecessary delay caused by inefficiency or overwork, the period devoted to scrutiny in the Secretariat is time well spent.

106. But it is argued that all these advantages could be retained if the departmental chief is made a Secretary to Government and actually works in the Secretariat building, thus eliminating one stage of correspondence. We shall explain later on why we think that the Secretary should always be a non-technical and a non-professional man. But even if this were otherwise, it is, in present circumstances, physically impossible to bring all the heads of departments to Bombay and accommodate them in the Secretariat building. Besides, we think there is much to be said for locating the head offices of departments outside Bombay, as most of them are at present, so that the needs of the Province may be seen in due perspective, and not be overshadowed by the claims of the capital city.

107. Experience has shown that to make the head of a department secretary without integrating his office with the Secretariat leads only to waste of time and effort. The experiment was tried in 1939 when the Director of Public Instruction was made Joint Secretary to Government and spent a certain number of days each week in Bombay. But he continued to correspond with himself as Director of Public Instruction at Poona, and files were moved to and fro as before. It sometimes happened that as Director of Public Instruction he was obliged, at the

instance of his office, to rebut the views which he himself had earlier expressed in the light of noting in the Secretariat. Thus, while there was no improvement in the disposal of work, there was created the absurdity of the same officer expressing divergent opinions in different capacities, and the experiment was abandoned.

108. We are glad to note, therefore, that the Commissionership of Agriculture which was held by the Secretary to Government, Agricultural and Rural Development Department, has been abolished. When dealing with the Labour Department we shall advise that the Secretary in that Department should no longer be Commissioner of Labour, and in paragraph 116 of this report we recommend that the chief engineers should not be secretaries, and that the Secretary to Government in the Public Works Department should be a member of the Indian Civil Service or Indian Administrative Service.

109. But some witnesses have favoured the appointment of technical men as secretaries, quite apart from the theory that heads of departments should have secretarial status. We are however firmly of opinion that secretaries should be drawn from the Indian Civil or Administrative Service with their background of general education and administrative experience, and that technical and professional officers should not be appointed to such posts. The reasons for this view are expanded in the succeeding paragraphs, and in paragraph 115 we deal with the particular case of the Public Works Department.

Limitations of a Specialist.

110. A serious objection to the appointment of the head of a department as secretary to Government is that this would involve Government's depending on a professional or technical man for final advice in the shaping of policy. A specialist, by reason of his preoccupation with a single problem or activity, is likely to press for the adoption of his own technical schemes, regardless of their administrative repercussions or financial implications. He has seldom opportunities of coming into close contact with all the facets of public administration or all phases of public opinion. An apt description of the limitations of an expert is contained in an article of the same name by Professor Harold Laski in Harper's Magazine, December 1930 :

"Expertise, it may be argued, sacrifices the insight of common sense to intensity of experience. It breeds an inability to accept new

views from the very depth of its preoccupation with its own conclusions. It sees its results out of perspective by making them the centre of relevance to which all other results must be related. Too often also it lacks humility; and this breeds in its possessors a failure in proportion, which makes them fail to see the obvious which is before their very noses. It has also a certain caste spirit about it, so that experts tend to neglect all evidence which does not come from those who do not belong to their own ranks. Above all, perhaps, and this is most urgently where human problems are concerned, the expert fails to see that every judgment he makes, not purely factual in nature, brings with it a scheme of values which has no special validity about it. It tends to confuse the importance of his facts with the importance of what he proposes to do about them."

111. The specialist is likely to develop a limited outlook and miss the wood for the trees. To quote Ramsay Muir,* " When a body of able men spend the best part of their working lives in the service of a single department they are very apt to lose the sense of proportion, and to regard their own work, not as a part of a single great labour of national service, but as an end in itself, of supreme importance ". They are likely to be led away by a feeling of departmental loyalty which makes them either blind or tolerant to the defects of the department.

Need of Independent Scrutiny.

112. That the work of an expert should be controlled by a lay Minister, who as the representative of the public is the best judge of its interests and needs, is by now a commonly accepted principle. But the need for an independent scrutiny of the technical proposals of an expert by an experienced administrator, who can be expected to take a broad and general view, is not so readily appreciated. Some of the witnesses have affirmed that such an independent non-technical scrutiny should be the function of the Minister and that since in a majority of cases a balance is to be observed between the rival claims of departments for funds, examination by the Finance Department should constitute a sufficient independent check. Whether an already overworked Finance Department could exercise such a check without a preliminary scrutiny by the administrative department is a moot point, but in any case its scrutiny would extend only to the financial aspects of the case and not to its administrative effects.

*Ramsay Muir, " How Britain is governed'', page 74.

113. Those who pin their faith to the adequacy of Ministerial control over the ramified activities of a department are generally guided by vague constitutional ideas and very often ignore the practical realities. Though the distribution of portfolios among the Ministers is made with due regard to their personal aptitudes or their special interest in any particular branch of administration, it is more often decided on political considerations. It is, therefore, not unusual to find that a Minister has little experience or prior knowledge of the activities of his department. It should, therefore, be evident that though he is able to determine policy and direct the conduct of administration in its broad aspects, the extent to which he can exercise control over the details of administration is limited by his administrative experience and the time factor. M. Poincare's description* of the daily round of a French Minister is characteristic of all Ministers in a democracy. A great part of the Minister's time is swallowed up by party and cabinet discussions, in steering party bills through the Legislature, in election activities, and by social engagements of all sorts. It is, therefore, necessary to give him the assistance of an experienced administrator, who can advise him in the formulation of policy on the basis of the proposals made by the head of a department and discover from time to time with what fidelity and success the policy laid down by the Minister is carried out.

Waste of Professional Experience.

114. Another important objection to the system of appointing the head of a department to work also as secretary is that it involves a waste of professional talent and experience without any compensatory advantages. The qualities which go to make an efficient secretary and a professional expert are not generally correlated and are seldom combined in a single individual. The system is, therefore, wasteful in two ways: first, that the head of the department is not generally able to supervise departmental activities by reason of his preoccupation with secretarial duties, and secondly, the secretarial work is done by an officer who has, more often than not, no special aptitude for it. Sufficient evidence was laid before us to show that the head of a department working also as secretary has seldom enough time for his professional duties, including supervision over, and guidance to, subordinates, which must involve a certain amount of touring. Such

* Raymond Poincare, "How France is Governed" (New York 1913), pp. 198-199.

a system obtains at present in the Public Works Department, and we had an opportunity to discuss the question with three chief engineers who had worked as secretaries to Government. It was found that the preoccupation of chief engineers with Secretariat work left them little time or inclination to undertake any duties outside their headquarters, either for supervision of works or for establishing contacts with junior officers of the department and the general public. We are of opinion that such a complete withdrawal of the head of a department from the functioning of his department in the mofussil is not desirable, and we are confirmed in this view by the observations of one chief engineer in support of urgent reform in this respect. He observed, "With the foreshadowed increase in special engineering works, the importance of inspection, of solving difficulties at the site, of getting to know personally the projects at site, of exercising control over the tour activities of the Public Works Department staff, of taking an opportunity to come into contact with the public and subordinate staff cannot be over-emphasized. These and similar functions of a chief engineer cannot be properly carried out if he is tied down in his office in carrying out duties of a secretary to Government. In professional work the eye which has developed by experience counts a lot. The possibility of the highest technical officer coming to the site and giving a surprise visit will improve the tone of the whole department. In such tours the chief engineers will get an intimate knowledge of their own subordinates and their grievances, and the subordinates in turn will receive useful instruction and advice. Many matters like contractors' claims and *ex-gratia* payments can be settled quickly by personal discussion on the spot."

Public Works Department.

115. We are aware that the question whether the chief engineer should be secretary to Government has been raised several times in the past, and a change has always been stoutly resisted by the department on various grounds. These mostly take the form of contentions that could be urged with equal show of validity by other technical departments such as Medical Relief, Education, Agriculture and Forests. The Public Works Department, however, claims support for their argument from the discouraging results of an experiment carried out sixty years ago, from 1888 to 1892, when a junior engineer specially selected for his administrative abilities was selected to be Secretary to the Public Works Department, the chief engineers being only the heads of their

departments. The failure of this temporary departure from the procedure followed both before and after is quoted as a clear demonstration of the need for the departmental head to be also the secretary. It appears to be forgotten that the one peculiarity in the selection of the secretary at that time which was considered to be its strong point was really the chief cause of its failure : the secretary was an able but junior officer of the Public Works Department. Such an arrangement was foredoomed to failure, as a departmental officer, and particularly a capable one, could not be expected easily to foreget his professional interests and confine himself to the purely administrative duties of a secretary. And if for this reason his technical talents tended to assert themselves in spite of the restrictions placed upon him, he was exposed to criticism from senior officers of his own service. If this experience proves anything at all, it proves that the chief engineer as secretary ought to be replaced not by a technical but by an administrative man.

116. Accordingly, we feel strongly that the Public Works Department should be brought into line with all other departments in this matter and with the principle of Secretariat administration as we have stated it, and that in common with several other Provinces (Bengal, Madras, the United Provinces, the Central Provinces) the Secretary in the Public Works Department should be drawn from the Indian Civil or Administrative Service. We feel that this change might strengthen the position of the Chief Engineer as the head of his technical department, and it is obvious that an officer with high technical qualifications whom Government might wish to appoint as their chief engineer might be totally lacking in aptitude for Secretariat work. Moreover, no important financial issue is involved. The pay of Secretaries under the new constitution will be less than in the past, and the pay of a civilian secretary in the Public Works Department unless he happens to be very senior, might well be less than that of the chief engineer himself. In any case, the cost of a separate secretary will be more than counterbalanced by the economies suggested in the Public Works Department Section of Chapter X.

Interchange of District and Secretariat Officers.

117. If a secretary is to be capable of seeing his department as a whole, and in its proper relation to other departments, it is essential

that he should have had a good grounding in district experience and watched the working of all departments in the districts. To preserve continuity and provide time for increased specialisation, the need of which is self-evident in a periodically changing popular government, our first idea was to give the Secretaries a much longer tenure than is the case at present. Our attention was drawn to a recommendation of the Bengal Administration Enquiry Committee 1944-45*. The scheme adumbrated by that Committee was to confine the selection of secretaries to district officers of twelve to fifteen years' standing who possessed previous Secretariat experience and then to retain them in the Secretariat until the end of their career. The evidence of the secretaries and district officers examined by us was overwhelmingly against such a course. Stress was laid by them on the desirability of periodical interchanges so as to enable the Secretariat officers to renew contact with district conditions periodically and prevent them from working in a vacuum. District conditions are now-a-days changing so fast that if a secretary or deputy secretary remains in the Secretariat for more than five years, his district experience is liable to be outdated.

118. We accordingly recommend that the posts of secretaries, deputy and under secretaries should be held on tenure of three years as at present. We can conceive of special occasions in which short extensions of this tenure would be justifiable. Such extensions would be in order to avoid a simultaneous change of Minister and secretary or secretary and his deputy or if the secretary is engaged on a particular task which his Minister wants him to see through. We have noticed an increasing tendency towards continuing Secretariat appointments beyond their normal tenure, which does not in all cases find an explanation in the above reasons. This is mainly attributable to the system of higher pay in the Secretariat, the attractions of city life and the comforts of a non-touring post; and the proposals made elsewhere to scale down the salaries of the secretaries to time scale and a special pay and to provide amenities in the districts are, apart from their inherent justification, calculated to balance the above attractions and to make an interchange of officers between the Secretariat and the districts much more easy and regular. We would further propose that the term of a secretary should on no account be extended beyond five years and that no secretary or deputy or under secretary (except those promoted

* Report of the Bengal Administration Enquiry Committee, 1944-45, paras. 201-203.

from the Secretariat establishment), who has completed his tenure in the Secretariat should be re-employed therein in any capacity unless he acquires fresh district experience for at least a period of three years.

119. Some witnesses expressed a view that such district experience would be useful even to assistant secretaries and superintendents, who, it is felt, note on the reports of the district and departmental officers without a full comprehension of facts. We do not accept this suggestion, since the main work of the subordinate staff in the Secretariat is only to submit the reports of the district and departmental officers with suggestions for action in the light of past orders and precedents.

120. But we agree with the view that some deputy collectors should be given training in Secretariat work and procedure. This practice will create a nucleus of provincial service officers holding "listed" posts and having Secretariat experience, and these may be considered eligible for appointments to higher Secretariat posts along with members of the Indian Civil and Administrative Services. We accordingly recommend that 25 per cent of the posts of under secretaries should be earmarked for deputy collectors.

Pay of Secretaries.

121. When new Governors' Provinces were formed after the Act of 1919, the pay of Secretaries was not kept at the figure of Rs. 3,000 which had prevailed in the three Presidencies, but was based on grade pay *plus* special pay. Out of the three Presidencies, Madras accepted the new basis, and Bengal also readjusted the salaries of its secretaries. The fixed pay of Rs. 3,000 was, however, retained in Bombay Province owing to representations made by the officers concerned. The grounds on which this pay was held to be justified were the special qualities needed for Secretariat work, the extra responsibility assumed by secretaries, and the great expense of living at the headquarters of Government. In our opinion, these grounds are no longer tenable, and though secretaries may be entitled to some special pay as suggested later, the great disparity between their pay and that of district officers should not continue. That special aptitude is needed for Secretariat work cannot be denied. Clarity of thought and expression, with ability to draft official correspondence in precise and tactful

language, are obviously needed, but these qualities differ in kind rather than in degree from those required by district officers, and some, indeed may think that the latter are more important than the former. In present day conditions a district officer must possess energy, initiative, readiness to accept responsibility and take decisions in emergency, and this must be combined with a new responsiveness to the public and the power to endure criticism which may often be ill-informed, if not actually malicious. Compared with the rough and tumble of district life, a Secretary may be said to lead a sheltered existence, and although he no doubt has a share in shaping policy, the final responsibility for it is not his, but the Minister's. In the matter of amenities too he is at a great advantage over the district officer. We are recommending in paragraph 397 that increased comforts should be provided in districts, though with the present dearth of materials it must be some time before these can be made available. But in any case life in the districts can never compete with that at headquarters in cultural amenities and above all facilities for education. As regards the cost of living, under present conditions there is little difference in this respect between city and district life. Thus it might plausibly be argued that if any special pay is available, it should be given to those who bear the burden and heat of the day in the districts rather than to their more favoured colleagues at headquarters.

122. The existing wide difference between Secretariat and district pay is a source of embarrassment to Government when appointing Secretaries. Owing to the special qualities required for the Secretariat, Government must have the freest possible hand in selecting officers for Secretariat duties and should be in a position to appoint officers possessing these qualities irrespective of their seniority. But when this involves, as it does now, granting a junior officer serving in the Secretariat pay far in excess of that of his seniors in the districts, a semblance, if not the reality, of supersession is created and gives rise to great discontent. When senior officers have protested against being passed over for Secretariat appointments, Government have always emphasized that the latter are special posts which no one can claim by virtue of seniority. But it is difficult to reconcile this proposition with the present policy of giving precedence to seniority unless definite unfitness for a higher post is proved, and in any case constant clamour from senior officers cannot fail to influence Government and may interfere

with their choice of the really most capable men. In the preceding paragraph we have recommended the frequent interchange of secretaries and district officers. This, if adopted, would involve the appointment of secretaries of varying degrees of seniority and would in itself make any pronounced difference in remuneration undesirable. Accordingly we recommend that secretaries' posts should no longer be outside the time scale and that officers appointed as secretaries should draw the pay to which their seniority in the service entitles them. We feel, however, that some special pay for work in the Secretariat is necessary, though not on the scale hitherto followed. Such special pay would find justification in the fact that though secretaries may not legally be responsible for policy they have a share in framing it, and the principle that special pay should be attached to posts in head offices is followed in all departments. Accordingly, we recommend that secretaries should be given a special pay of Rs. 250. This, while adequately rewarding them for their particular talents and for the admittedly heavy strain of Secretariat duty, would not we hope excite the envy of district officers to the same extent as the high pay of Secretaries has done in the past.

123. We realise that full effect to this recommendation cannot be given in the case of Indian Civil Service officers who are protected by the Government of India's guarantee. In terms of this guarantee these officers will be entitled to the present pay of secretaries up to the number of such posts which were reserved for them before the transfer of power. The anomaly will be unavoidable so long as Indian Civil Service officers remain in service and are appointed to the Secretariat. Its effects will be minimised to the extent to which more senior among them are selected as secretaries.

Relations between the Secretary and the Minister.

124. Having chosen the most eligible officer for appointment to a secretarial post, it is in the highest degree necessary and desirable that his services should be utilised in such a manner as to be most helpful to the Minister on the one hand, and to the departmental and district officers on the other. This may best be achieved by the Minister, who, though a responsible political chief, is not a professional administrator, leaving a wide field for final disposal to the secretary after assuring himself that the line of action to be followed by the secretary is such as conforms to Ministerial policy.

125. We realise that the extent to which authority may be delegated by a Minister to his secretary is largely a matter of personal equation. A provision for such delegation exists in instruction 2 (2) of Instructions regarding the Business of Government, issued under rules made under section 59 of the Government of India Act, 1935. It is not possible to prescribe any hard and fast rules for the delegation of such authority, but we suggest that in addition to the cases mentioned in the instruction referred to above, routine matters and matters governed by set rules should be disposed of by secretaries, unless for special reasons the Minister desires to see any particular case or class of cases before disposal. Such a delegation of administrative functions would strengthen the sense of responsibility and initiative among the secretaries and would help to remove that bugbear of modern administration, red tape. Both speed of disposal and efficiency of administrative direction will thus be secured.

Relations between the Secretary and Head of a Department.

126. On their part the secretaries must also exert themselves to foster the same feelings among departmental heads and district officers... As a general working rule, we would lay down that executive functions should not be transacted in the Secretariat *ab initio* and that the technical advice tendered by the head of a department should not be questioned by the secretary or his deputies on technical grounds. The secretary should confine himself to a broad administrative scrutiny of the technical proposals of the head of the department and should not initiate schemes without consulting him. We have heard complaints that orders issued in the Secretariat do not show a full comprehension of the technical issues involved or of the practical difficulties likely to be encountered in executing them. The head of a department has the right to demand that he should be consulted in all matters affecting his department, but neither he nor the secretary is entitled to claim that his advice in the field of policy should be acted upon. Both function as advisers to the Minister, and to that extent their duties are complementary. The system can work successfully only if they evince a desire to reach agreement and frequently resort to personal discussion to iron out their differences. In minor matters their agreed conclusions should issue as Government orders, but in all important matters and in cases of disagreement the secretary should submit the file to the Minister and obtain his instructions.

Joint, Deputy and Under Secretaries.

127. We have already made a reference to the unsatisfactory practice of allowing the deputy and even under secretaries to submit papers direct to the Minister. To the extent to which this has been rendered necessary by increased work and the desire of the Ministers to satisfy themselves on the smallest details, our proposals for the reconstitution of the Secretariat departments and for proper delegation of powers to the secretaries should improve matters. We also feel that the secretary of each of the Secretariat departments as reconstituted should be able to manage with the help of only one under secretary. The only possible exceptions to this arrangement would be Finance and perhaps Revenue, which may need a deputy secretary. But in any case it should no longer be necessary to have joint or additional secretaries. The deputy and under secretaries should receive a special pay of Rs. 200 and Rs. 150 respectively as at present.

CHAPTER VII.

SECRETARIAT PROCEDURE.

128. A Secretariat department is, for its internal working, subdivided into branches, each in charge of a superintendent, who is assisted by a senior noting assistant, one or two junior assistants and a general duty clerk. The work of two or three superintendents is supervised by an assistant secretary, who is an officer promoted from the permanent establishment of the department. The department as a whole is served by an issue and filing section, also under a superintendent, where the work of registering receipts and issues, filing, typing etc. is done. The procedure of receipting, filing and noting is laid down in Secretariat Instructions and the Manual of Office Procedure, generally known as "Maxwell's Manual".

Report of Messrs. Ibcon Ltd.

129. In our examination of the Secretariat procedure we have been assisted by Messrs. Ibcon Ltd., a firm which has specialised in the investigation of working methods of business and government organisations. The services of Messrs. Ibcon Ltd. were employed by Government at our instance for a period of two months, and they were asked to confine their inquiry to what then was the General Department of the Secretariat as a sample. A superintendent of the General Department was associated with this enquiry in order to explain to the representatives of the firm the main features of the Secretariat procedure and the limitations under which Government offices had to work. The purpose of this inquiry was to discover by analysis of work load and of the movement of files if disposal in the Secretariat was expeditious and to ascertain whether the creation of an Organisation and Methods Department would be advantageous. The report of Messrs. Ibcon Ltd. is reproduced as Appendix E. Benefiting by the broad outlines of the findings of the Report and after a careful scrutiny of the Secretariat Instructions and Maxwell's Manual, we suggest the following reorganisation of office procedure.

Committee of Assistant Secretaries.

130. It is apparent from the Secretariat Instructions that the duties of assistant secretaries were intended to be managerial but in practice we find that they are given considerable noting work. This somewhat

irregular practice seems to have originated either with the conversion of some under secretaries' posts into posts of assistant secretaries due to retrenchment, or with the tendency of newly appointed officers of a department to rely more and more on the experience of their assistant secretaries. Promoted from the subordinate ranks, the assistant secretaries are well conversant with secretariat business and procedure. They are indispensable under a system in which the higher officers of a department are birds of passage and are often ignorant of departmental traditions at the time of their appointment. We suggest that the assistant secretaries should primarily attend to office supervision, control of staff and accounts and should not ordinarily do any noting work unless specially requested by a higher officer to note on a particular subject. But with their prolonged acquaintance with actual departmental business, they should be able to assist in the disposal of routine cases and sign fair copies of letters already approved by higher officers as at present. Equally important is their work of receiving mail, giving proper instructions to the superintendents regarding its disposal and marking urgent references.

131. One of the main recommendations of Messrs. Ibcon Ltd. was the setting up of an Organisation and Methods Department in the Secretariat, charged with the work of improving procedure. We however feel that both on account of cost and the paucity of trained personnel it will be some time before such an organisation is set up. In the meantime we recommend that the assistant secretaries of all departments should form a Committee for handling the Organisation and Methods work of the Secretariat. A suggestion book should be maintained in each department in order to encourage the departmental staff to offer suggestions regarding improvements in procedure. The suggestions of each department, approved by its assistant secretary, should then be considered by the committee of assistant secretaries, who should submit its recommendations to the Chief Secretary for approval. The approved modifications in procedure should then be introduced.

Whitley Councils.

132. Government have approved the establishment of joint councils and committees on the plan of Whitley Councils for all the departments and larger offices in the province. We think that these bodies might also be invited to suggest improvements in office procedure.

Size of Branches.

133. While the intention of Secretariat Instruction 66 is definitely to make the duties of the superintendent supervisory, even as his designation shows, a practice has grown up under which a superintendent deals originally with complicated cases. This fact was independently noticed by Messrs. Ibcon Ltd., whose report mentioned that the proportion of superintendents to clerks in the dealing branches in the General Department was 12 : 38, that is, approximately one superintendent for every three clerks. This practice in our judgment not only interferes with the effective supervision of the superintendent over the work of his noting assistants, but also deprives the latter of opportunities of training and guidance from the superintendent. Instruction 66 permits an assistant to submit his papers direct to a higher officer, unless the superintendent requires their submission through him, thus diminishing the extent of his supervision. We accordingly recommend that the superintendent should have only supervisory functions and that as a rule noting assistants should send all papers through him, unless some of the senior assistants are specially permitted by a higher officer to submit cases direct to him. As the superintendent would then be relieved of original noting work, he should be able to supervise the work of five to six assistants. It is therefore suggested that any two branches of a department which deal with allied subjects should be amalgamated and placed under one superintendent. It would perhaps be necessary to strengthen the combined branch by the addition of one or more senior assistants' posts in place of the superintendent released by the amalgamation.

Delays.

134. We have heard frequent complaints that the working in the Secretariat, and for that matter in any Government organisation, is extremely dilatory compared with business methods. We concede that Government offices have to work under obvious limitations which make it impossible for them to attain anything like the prompt methods of commercial concerns. A businessman has full discretion to act so long as the balance sheet shows a profit. But the actions of a government officer can be challenged in the Legislature, in the Courts and by the Auditor-General. He has, therefore, to be careful that some written record is kept of his decisions and the reasons underlying them. In order to maintain consistency in departmental action, he must refer

to old files and take his decisions in the light of precedents. Some amount of delay is therefore unavoidable, but the finding of Messrs. Ibcon Ltd. that the average period of disposal of a receipt is as much as 127 hours, equivalent to 18 full working days, clearly indicates that there is room for improvement. Several of the suggestions in this and the preceding chapter are designed to reduce to a minimum the delay complained of. At the same time we would emphasize that no amount of improvement in the structure or procedure of an organisation can increase efficiency or quicken disposal unless the staff pulls its weight and works as a team.

NOTING.

135. Much of this delay is due to the prolix and sometimes pointless noting which takes place in the Secretariat inspite of the Instructions 31 and 32, which lay down that no unnecessary summaries of correspondence should be included in the notes which should supply in the most concise form the material immediately necessary for a decision. In the preceding chapter we have indicated the different yet complementary spheres within which the secretary and the head of a department should work and have recommended that there should be no technical scrutiny in the Secretariat. The noting in the Secretariat should, therefore, begin where the proposal of the head of a department ends. It should be confined to the administrative and financial implications of the proposals without going into too many details. Conciseness and a direct style should be encouraged. In this as in several other respects the Secretariat Instructions are designed to ensure both speedy and efficient disposal. If the officers concerned comply with these instructions themselves and insist on their subordinates doing so, most of the defects in Secretariat procedure that have come to our notice will be remedied.

136. There is scope for improving the method of noting when a reference has to be seen by more than one branch in the same department or by more than one department in the Secretariat. When a case is to be noted upon by more than one branch in a department, it is the practice to send a pencilled note to the branches concerned, which make additions to it. The original branch then sends a consolidated typed note to the superintendents of the branches consulted for their initials in token of having seen it. This practice results in considerable delay and waste of effort. It should be possible for the initiating branch to send a typed note to the other branches, inviting reference to the points

on which their opinion is required. After the case is thus noted upon by all the branches concerned, it should go to the initiating branch, which can then present it to a higher officer after reviewing the whole position and, if necessary, removing any inconsistency.

137. A similar procedure should be followed when a reference concerns more than one department or a case is referred to another department for its opinion or advice. In such a case the original department should give a brief statement of facts, specifying the points on which the other departments are expected to note as required by instruction 81. We have had evidence that this practice is not followed and its absence is particularly marked when a case is sent to the Finance Department for its concurrence to the expenditure proposed or to the Legal Department for its opinion on a point of law. Whenever a proposal is referred to the Finance Department, its financial implications should be clearly indicated. In particular the administrative departments should not shirk their responsibility for rejecting proposals which are clearly unacceptable and thus avoid unnecessary references to the Finance Department. Similarly when the Legal Remembrancer is to be consulted on a point of law, he should be given a clear statement of the points on which his opinion is sought. In fact instruction 104 enjoins this procedure, but it seems to have been lost sight of. In the previous chapter we have already recommended the appointment in each of the Revenue, Home and Local Self-Government Departments of a legal assistant whose duty it will be to present the facts in a suitable form unless he can himself supply the necessary legal advice. When a case concerns two departments and their first noting discloses a difference of opinion, personal discussion between officers of the departments should be more frequently resorted to in preference to continued noting as advised in Secretariat Instruction 86.

Urgent Labels.

138. Another cause of urgent references being delayed is that the "urgent" and "very urgent" labels are affixed to too many files, depending in many instances upon the sense of importance which a clerk attaches to a particular case. We have also been told that sometimes labels once attached to files remain there long after the urgent reference has been disposed of. Urgency loses its significance, if too many files have urgent labels attached to them. Instructions 19 and 20 fix the responsibility on the assistant secretary for seeing that these flags are

properly attached. But the assistant secretary is not able to supervise this work properly, as files are not generally submitted to higher officers through him. We therefore recommend that the superintendent of a branch, through whom all the cases will now pass as proposed by us, should be held responsible for seeing that these labels are attached and removed at proper stages. These labels should have the name of the department printed or stamped on them, and every officer attaching an "urgent" or "very urgent" label to a case should initial and date it, so that it may be possible to fix responsibility in case of misuse.

Issue and Filing Section.

139. Another potent cause of delay is the large number of stages through which a receipt passes before final disposal. The track of a file is kept by two agencies: the movement clerk attached to the filing section, who records every movement of the file from the dealing branch to the registry or to another department and the general duty clerk, who notes its movement when the file passes through the branch to a higher officer or *vice versa*, or when it goes to the filing section. We feel that these unnecessary movements from the dealing branch to the registry could be eliminated if the duty of keeping track of a file is entrusted to a diarist working in the branch itself. The Maxwell system, while separating the purely mechanical work from case dealing, tended to centralise all routine in the filing section. By this division of work the time of the more intelligent and highly paid assistants is not wasted in performing routine duties. But it is no essential part of the scheme that the clerks who do the routine work should be concentrated in the file section. In fact we understand that even now in some departments, the general duty clerk who is attached to a dealing branch keeps entries of cases and their subsequent movements. We therefore recommend that while the mail received in the registry will continue to be registered by the receipt clerk in a skeleton diary, the work of indexing and keeping record of movements of cases should be done in the branch itself. We think that the general duty clerk should be able to attend to this work in addition to his own duties. He would then receive mail, make necessary entries in the registers and distribute the mail among the noting assistants. He alone would be responsible for keeping a record of the movement of files. It seems necessary to note the movement of a file only when it goes to or comes from a higher officer or Minister, when it is sent to another department unofficially or when it is returned to the filing section.

But if it is found that in any particular branch the work is so heavy that the general duty clerk is not able to cope with it, an additional post of lower division clerk may be created. What entries of a receipt should be kept and what movements of a file should be recorded are matters which should be decided by the Committee of assistant secretaries.

140. Under our system the filing section would be concerned only with the custody of files when they are not required in the branches. The filing section should then be able to carry on with one receipt clerk, two filing clerks and one general duty assistant-cum-librarian. The receipt clerk will receive the mail for the whole department, open it in the presence of the assistant secretary and then distribute it among the branches after stamping each paper with the date and entering it in the skeleton diary. The filing clerks will be responsible for issuing files to the branches or receiving them for custody. This work can be facilitated if the practice current in libraries is adopted. Every file should have a card attached to it, so that there is either a file in the filing rack along with its card or the card is found in its place showing an entry of its issue to some branch. No further entry need be kept. The general duty assistant will be in charge of the library of the department. The issue section of the department should be manned by two examiners and two despatchers. There is no need for separate posts of issue clerks, whose work should be distributed among the examiners. The registry should have in addition one cashier and a confidential clerk. We are aware that the post of head of the registry branch has been upgraded to a superintendentship, but now with the changes suggested it may be placed under a senior assistant as before.

Numbering of Files.

141. The necessity of maintaining card indices and file registers under the Maxwell system can be obviated by the following method. In each department there should be a systematic classification of subjects carefully thought out in advance, so as to leave room for any further additions to the list. The subjects should be divided into major classifications, groups, sub-groups and individual topics. Each file should then be marked according to this classification by a number consisting of four digits, the first digit corresponding to the major classification, the second to the group, the third to the sub-group and the fourth to the individual topic. This file number would serve not only as a symbol for the subject and a reference number on correspondence,

but would also indicate the location of the file in the record room. This method is essentially similar to that adopted in libraries for the numbering and location of books.

General Duty Clerks.

142. As we stated earlier, every branch is served by a general duty clerk, commonly known as a searcher, whose duties are purely routine such as searching for previous references and bringing necessary files. The usual practice seems to be not to give these clerks any noting work, and this causes difficulty in making a selection from them for every fourth vacancy reserved for them in the Upper Division. We accordingly recommend that they should be given simple noting work and tried in officiating vacancies, so that their ability in noting and drafting can be tested before they are considered for promotion.

143. In an interim report,* we have already drawn attention to the invidious distinction made between general duty clerks and typists, which debars the latter from promotion to the Upper Division. Matriculate typists seem to have a reasonable complaint that they are in effect penalised for possessing the additional qualification of knowing typing. To remove this grievance we have proposed that there should be a combined cadre of matriculate typists and general duty clerks and that knowledge of typing should be made a preferential qualification for it.

Establishment proposals of the Finance Department.

144. At present the establishment proposals relating to all the departments of the Secretariat are referred to the Finance Department where they undergo careful scrutiny before adoption by Government. Establishment cases pertaining to the Finance Department may however escape that objective and impersonal scrutiny which the Finance Department bestows on similar cases from other departments. With a view to bring the establishment proposals of the Finance Department in line with such proposals of other departments, they should be referred for scrutiny to the Political and Services Department. We trust that the Finance Department will readily appreciate the inherent justification of our recommendation, which is in conformity with the practice of several other governments.

*For details, see Interim Report in Appendix D.

References outside the Secretariat.

145. We have been told that Secretariat Instruction 101 regarding the removal of notes recorded in departments other than that making an unofficial reference outside the Secretariat was not generally followed. We are of opinion that unless a secretary feels that there is a definite advantage in letting the head of a department outside the Secretariat see the noting of other Secretariat departments, it should be removed before sending the file outside the Secretariat. This precaution should especially be observed with regard to the notes of the Finance Department.

Accommodation and Equipment.

146. We believe that one of the factors contributing to the decline in efficiency is the overcrowding in the Secretariat buildings. The main building was constructed about 75 years ago when the departments were few and the personnel manning them was small. With the advent of the popular ministry accommodation for ten Ministers in place of the former three Executive Councillors, their Parliamentary Secretaries and personal staff had to be found. The multiplication of the Secretariat departments and the increase in the size of the staff required to carry out the development programme of the Ministry have taxed the resources of the administration to find suitable accommodation for all. No less than six departments, viz. Finance, Revenue, Agriculture, Law, Civil Supplies and Education and Industries have been housed haphazardly on different floors and verandahs of the main building and the four temporary hutments in the compound of the Secretariat and Royal Institute of Science. In the Finance, Legal and Education and Industries Departments officers sit on floors different from those on which their offices are located, with the result that they are not able to exercise adequate supervisior over the staff. In many places three or four officers are huddled together in one small room, which hardly gives them enough breathing space and privacy. Many rooms, especially those on the ground floor, have insufficient light and ventilation. We have proposed thirteen departments in all, for which suitable accommodation has to be found. The present building can conveniently accommodate, in addition to the Ministers, the Parliamentary Secretaries and their personal staff, not more than six departments, two on each of the ground, second and third floors. It is essential that another building should be constructed for housing the

other departments. We feel that sooner or later the time must come when Government should construct a modern building for its departments. But since this obviously cannot be done in the near future, the Elphinstone College, for which the present location is unsuitable, should be housed elsewhere and its building should be utilized for the Secretariat. A department ought to be located as a homogeneous unit on a single floor of the building, and its layout should be such that the assistant secretary is able to supervise the working of the staff.

147. If funds permit, there is great scope for improving Secretariat working by the use of mechanical devices. Inter-departmental telephone connections will save time and reduce messenger service. Messrs. Ibcon Ltd. have proposed centralisation of despatch for all departments with a view to facilitate the use of such instruments as envelope sealing machines and franking machines. Though we are not in favour of any further centralisation of despatch, the possibility of using franking machines should be further explored so as to eliminate the labour of accounting for service stamps. Further as pointed out by Messrs. Ibcon Ltd., the active and pending cases within the branches are stored in old wooden almirahs. Steel filing cabinets of modern design should be introduced so as to facilitate searching and improve the appearance of the offices.

Secretariat Library.

148. In the course of our enquiry we have felt the want of a central library in the Secretariat, well organised and well stocked with books on administration. The need for such a central library cannot be over-emphasized, as it is necessary to keep the Secretariat officers abreast of the latest developments in administrative technique and to enable them to remain in touch with the efforts made in other provinces in India and elsewhere to cope with analogous problems. At present each department maintains its own library of books and periodicals which are required for reference in its day-to-day working. In addition to these there is under the Director of Publicity a library, which is intended for the use of officers in the Secretariat and the heads of departments. This library is also open to the members of the legislature and the public as a reference library. We propose that in addition to the libraries maintained by each department, the Secretariat should have a central library in charge of a trained librarian. The

library under the Director of Publicity and any surplus books which the individual departments can transfer to it will form the nucleus of this central library. As a preliminary step the Publicity Department and individual departments of the Secretariat should be asked to prepare lists of books which their libraries contain at present, the latter indicating the books which could be transferred to the Central library. The departments' libraries will then be confined to such books and periodicals as they consider to be essential for their day-to-day functioning. But even these should be included in the combined catalogue maintained by the central library. The books and periodicals in the Record Office should also be included in this combined catalogue. There should be a central reading hall, which will be easy of access to all the officers of the Secretariat. This library should be generally available only to the Secretariat officers and members of the Legislature. The general public should have access to it only by permission when they require books of special interest which are not available elsewhere. The library should be administered by a Library Committee of three or four secretaries with the Chief Secretary as its Chairman.

CHAPTER VIII.

DIVISIONAL COMMISSIONERS AND BOARD OF REVENUE.

Continuity of Administration.

149. In a previous chapter we have recounted the impact of British constitutional theories and system of administration on the national leadership of India. Both the central and the provincial administrations have been modelled on the British system, which for its successful working depends on co-operation between its constituent elements, (1) the lay and popularly elected ministers and (2) the expert and non-political permanent officials. The first element introduces vigour and drive into the administration and brings it in line with the social and economic needs of the time, while the second makes for stability and continuity. In our examination of the provincial administration we have been struck by the absence of a permanent body of officials comprising the best administrative experience, whose main function is to assist the Government in formulating policy and in supervising general administration. The necessity of constituting such a body of expert administrators, in order to secure continuity and uniformity, cannot be over-emphasised, especially under a system of Government by popular representatives who are primarily political leaders and may not in all cases possess administrative experience. At present continuity and expert advice are partially secured by a system under which the divisional commissioners meet in conference every quarter and advise Government on questions specifically referred to them. Valuable as they are, such periodical meetings can hardly fill the need for continuous assistance felt by Government. Moreover as detailed below, after a careful study of the evidence before us, we have come to the conclusion that the system of territorial commissioners has long been outmoded and that for both advisory and supervisory functions it is necessary to replace them by a Board of Revenue.

The waning influence of the Commissioners.

150. Replies to our *questionnaire* have disclosed a substantial majority in favour of the abolition of territorial commissioners, as serving no essential functions in relation either to district administration or to provincial government. This has not come to us as a surprise, in view of the fact that for a long time the influence wielded by the divisional commissioners over the district administration has been only formal,

and their value as co-ordinating authorities for other departments has been practically non-existent. This dwindling of their influence as regional heads of administration was noticed as early as 1908 by the the Royal Commission upon Decentralisation in India appointed in the year 1907. The Royal Commission advocated their continuance as a necessary link in the chain of administration and made specific recommendations to invest them with wider powers in revenue and establishment matters, and of co-ordination and control over the activities of provincial departments*. Successive Committees appointed by the Government of Bombay have proposed changes in the system, thus bearing testimony to the reduced power and prestige of the Commissioners. The Bombay Retrenchment Committee of 1923 suggested that their work should be redistributed on a subject basis and that they should function as Secretaries to Government for the several subjects allotted to them.† On the other hand, a contrary recommendation was made by the Re-organisation Committee, Bombay, 1933, *viz.* that a Board of Revenue consisting of two members should be constituted, but that it should work on a territorial basis, each member attending to cases in a particular region.‡ We feel that it is not a practical proposition to suggest at this late stage that the waning influence of the commissioners should be revived and that they should be restored to their former place as local heads of administration.

In Defence of the System.

151. As is usual in the case of old historical institutions which have outlived their usefulness, the system has been defended by some protagonists, mostly drawn from the officer class. The arguments in favour of the retention of divisional commissioners are generally founded on the basis of what they should be rather than on what they are. It is maintained that owing to the size of the province it is essential to have officers of this rank and seniority to supervise district administration, to train and guide junior collectors, to co-ordinate the work of district officers of other departments and to advise Government on questions of policy and general administration from their personal knowledge of district conditions. It has also been suggested that they can render useful service in framing divisional plans of reconstruction and in supervising their execution.

*Report of the Royal Commission upon Decentralisation in India, 1909, paragraphs 487–503.

†Report of the Bombay Retrenchment Committee, 1923, page 19.

‡ Report of the Bombay Reorganisation Committee, 1933, paragraph 324.

GUIDANCE TO THE COLLECTORS.

152. It appears to us that the chief utility of the commissioners should be gauged by the extent to which their guidance to the collectors and advice to Government are considered useful and essential. It has been stated in evidence before us that as touring officers they can obtain first-hand knowledge of officials in the districts and conditions prevailing there, and that their guidance and help should be found useful by collectors, especially in dealing with disturbances and in supply matters. The necessity of such guidance, it is argued, will be more keenly felt during the next few years as most of the collectorates are manned by junior Indian Civil Service and provincial service officers. It is admitted by these witnesses that the value of any such guidance is considerably reduced by the fact that two of the three commissionerships have been recently filled by judicial officers, whose experience of revenue administration has been practically nil. But it is maintained that with their mature judgment and experience, even though related to another field, they should be able to adapt themselves to their new duties in a short time. In any case, it is argued, this is a transitional phase, occasioned by the premature retirement of British personnel and should not detract from the intrinsic merits of the system.

153. We examined some district officers and a senior officer of the Indian Civil Service who had considerable experience as Commissioner in all the three divisions of the province regarding the value and the extent of guidance received by the district officers from the commissioners. We have it on their authority that this largely depends on personal factors. We do not dispute the point that it is still open to an energetic and tactful commissioner to influence district administration by useful and timely advice to the district officers, especially if he can inspire confidence in them and encourage them to bring their difficulties to him. But a system which depends so largely upon such personal factors is doomed to failure. Various causes have contributed to the gradual elimination of the commissioners' personal influence on the district administration, such as the development of provincial departments, loss of their discretionary authority due to the codification of law and the increasing tendency on the part of Government to deal directly with the district officers. Not the least of these causes is the growing inclination of the public, helped and encouraged to some extent by improved communications and telegraphic facilities, to appeal to Government direct from the decisions of district officers. This inclination is further accentuated by

the fact that the local representatives in the legislature have direct access to the Ministers and are able personally to air the grievances of their constituents. The commissioners have therefore acted in the past on many occasions merely as channels of communication between Government and the district officers, and this has given rise to the criticism that they are little more than post offices.

As Advisers to Government.

154. We have already referred to the practice of the commissioners meeting in conference every quarter to thrash out questions of common interest. This occasion is availed of by Government to seek their collective advice on matters affecting general administration or involving any new departures of policy. When the points under discussion involve other departments, it is customary for the commissioners to co-opt the head of the Department concerned and obtain his views. Up to the year 1890 the commissioners used to stay in Poona during the rains, and this permitted them at least during that period to be in frequent session for discussing questions referred to them by Government. Such frequent conferences have been rendered impossible now that the commissioners stay throughout the year within their divisional charges; and though there is nothing to prevent special conferences being called to deal with urgent references, such conferences have rarely been held. The result is that questions on which their advice is necessary have to be held over until the next conference, or in cases which can brook no delay their joint opinion has to be dispensed with. The conference system therefore as a possible alternative to a Board of Revenue is open to the objection that the divisional commissioners consistently with their local duties cannot be expected to be in continuous or frequent session and that consultation with them by Government cannot be placed on a statutory footing.

Regional Outlook.

155. It has also been represented to us that the commissioners supply a valuable regional outlook and represent to Government the local needs of their divisional charges. We have been told for instance that a major problem of Maharashtra is irrigation, that of Karnataka afforestation and that of Gujrat development of sea and river transport, each region thus requiring a different approach and treatment. It is argued that a headquarters organisation like a Board of Revenue may be out of touch with local needs and may tend to doctrinaire uniformity

and rigidity of outlook. It is also argued for this reason that the posts of divisional commissioners should be continued pending the settlement of the question of linguistic provinces. These are no doubt important considerations, but we feel that they should not prevail over the obvious ineffectiveness of the commissioners as they are and the great advantages afforded by a Board of Revenue. We see no difficulty in the different local needs being represented to Government by district officers who are in more direct contact with the public, and the dangers of uniformity and rigidity will be avoided to the extent to which the experience of the members of the Board is drawn from the different parts of the Province.

Board of Revenue Recommended.

156. In recommending the establishment of a Board of Revenue we have been guided by the following considerations :—

(1) It is not advisable to do away altogether with the link between Government and district administration. Any proposal to establish a direct relationship between the two would inevitably result in further centralisation of functions in the Secretariat, which is not desirable from the points of view of efficiency and despatch. In fact we have already recommended that the functions of Government should be so distributed that the Secretariat departments should be responsible for direction of policy and general supervision, while execution and day-to-day administration should be left to the executive. The Revenue Department is the only department without a single Head, and we propose that this defect be remedied by the constitution of a Board.

(2) As the composition of Government is now non-official, it is essential to keep at headquarters a body of experts in administration whose collective advice will be available to Government at short notice.

(3) A Board readily lends itself to functional specialisation, each member devoting his attention to the subjects allotted to him.

(4) Government will have at its disposal an organised agency to frame and put into effect any new taxation policy.

Composition and Functions.

157. The Board should consist of three members drawn from the administrative service, who will act collectively for certain important

subjects and individually for routine and day-to-day administration. It will be for Government to decide which functions should be dealt with by the members individually and which as a Board after consideration of the relative importance of the several subjects allotted to it and the practice followed in other provinces where such a Board exists. The Board in its collective capacity will also advise Government in matters involving changes of policy or affecting general administration. When questions connected with any department other than those under the direct charge of the Board are referred to it, it should invite the head of the department concerned as a counsellor or assessor in order to have the benefit of his first hand experience.

158. We contemplate that this Board will be the chief executive authority of the revenue earning departments of the province. All the revenue powers and functions at present vested in the commissioners under the Land Revenue Code, Court of Wards and other allied Acts should be transferred *en bloc* to the Board. It will also exercise the powers of appointment of mamlatdars and of supervision over the district staff. The inspection of collectorates and prant offices will be conducted by the Board with the help of an inspecting staff. The Board will also act as a Revenue Tribunal, displacing the present Revenue Tribunal constituted under the Bombay Revenue Tribunal Act, 1939. We are aware that this would mean the substitution of an official body for a quasi-judicial tribunal consisting of a chairman who usually has previous experience as a High Court Judge, one non-official member and one commissioner. We have also been told that this proposal would offend against the spirit, if not the letter, of section 296 of the Government of India Act, 1935, the object of which was to set up an impartial tribunal to decide disputes involving revenue between the State and the subject. But we do not apprehend that it would seriously affect either the impartial character or the practical utility of the Board as an appellate body in revenue matters, especially in view of the fact that the aggrieved party has, in the last resort, the right of appeal to the High Court. If Article 201 in the Draft Constitution of India, which lifts the former restriction on the original jurisdiction of the High Court in revenue matters, is adopted, the rights of an aggrieved party to redress in a civil court would be further secured.

159. The administration of all provincial taxes including excise and sales tax should be entrusted to the Board, which will also work as the

final appellate tribunal in taxation matters. We recommend in particular that the Board should replace the Bombay Sales Tax Tribunal.

Distribution of Commissioner's Duties.

160. Apart from revenue and general administration, the commissioners exercise a measure of supervision and control over the police and also local self-governing bodies. We now proceed to indicate the manner in which the above duties could be performed, when the commissioners cease to exist.

161. The Bombay District Police Act recognises the traditional status of the divisional commissioner as the local head of administration. He is invested under this Act with the same powers as a district magistrate. He has the power to point out to the Inspector General of Police any defects in the police system or of personal competence in the establishment and to make inter-district transfers of the police force within his division in times of emergency. Under the Police Manual he has to be consulted regarding modification of rules and regulations affecting general police administration or changes of location of police stations and outposts. These powers have rarely been used, and we do not conceive that their lapse would make any difference to the efficiency of the police administration.

162. But in the past the commissioner used to perform an important service in times of emergency when Government expected him to intervene personally and give guidance to the district magistrate in dealing with outbreaks of disorder. But in this respect too the unmistakable tendency has been to shift responsibility directly to the Provincial Government. In any case such occasions are exceptional, and we do not foresee any inherent difficulty in sending a member of the Board of Revenue to advise and support a district magistrate in an emergency. In fact this is done in the province of Madras.

163. The supervision which the commissioner exercises over local bodies has also tended to become formal in proportion to the direct pull which the members of a local body have with Government. We recommend in a later Chapter that the composition of the Local Self-Government Institute, Bombay, should be so altered and its functions so enlarged as to invest it with certain powers of supervision and control over the local bodies. The powers of the divisional commissioners in respect of the local bodies can then be suitably handled by the Chief

Executive Officer of the Institute, except in cases where Government finds it advisable to exercise control either through the Collectors or the Board of Revenue. Under the Bombay District Local Boards Act and the District and Borough Municipal Acts the commissioner has to keep constant watch over the expenditure of local bodies and prevent extravagance, and his prior sanction is necessary for the sale of immovable property or its lease or transfer by a local body for a period exceeding seven years. While the former function should be delegated to the Local Self-Government Institute, the latter should remain with the Board of Revenue.

Limitations of a Board.

164. In recommending the constitution of a Board of Revenue, we have not been unmindful of the chief objections to which such a system would be open. It cannot be denied that a headquarters board will tend to be out of touch with local conditions and needs and that its authority will be confined only to matters of revenue and will not embrace the larger powers of co-ordination which the divisional commissioners had, in theory at least, over such important branches of administration as the Police, Public Works, and Local Government, except in so far as questions relating to the above departments are specifically referred to the Board by Government for joint advice. The first defect can be overcome to some extent by requiring the members of the Board to tour frequently. There will not be much difference as regards the second point, as we have already seen that the co-ordinating influence of the commissioners has been much reduced in practice, and a better agency has been suggested by us for the supervision of local self-governing bodies. On balance the advantages of a Board are so considerable that we advocate its creation with confidence.

CHAPTER IX.

DISTRICT ADMINISTRATION.

District as the Unit of Administration.

165. In this province, as in the rest of India, the district is the unit of administration, and at its head is a district officer who combines in himself the functions of collector of revenue and district magistrate. Though the district has now a body of executive officers of specialised departments, the centre of gravity has ever remained with the collector. In a rather undefined way Government expects him to guide and co-ordinate the activities of other departments in the district, other district officers themselves look to him for help and advice, and the public seeks his intervention even in matters which are not his direct responsibility. This conception of his office was established as early as 1872, when Sir George Campbell, Lieutenant-Governor of Bengal, wrote, "It is the Lieutenant-Governor's wish to render the heads of districts no longer the drudges of many departments and masters of none, but in fact the general controlling authority over all departments in each district.....He has, therefore, striven to make the magistrate-collector of a great Bengal district, generally comprising 1½ to 2½ millions of inhabitants, the real executive chief and administrator of the tract of the country committed to him and supreme over every-one and everything except the proceedings of the Court of Justice."

166. The growth of Government functions, which demanded specialised direction and treatment, necessitated the establishment of separate departments at the provincial head-quarters and the appoint-ment of an army of executive officers in the districts. This had the inevitable result of reducing the authority of the collector in regard to those departmental activities. But the first set-back to his position as the co-ordinator of district activities came with the introduction of "dyarchy" in 1921 under the Montagu-Chelmsford Reforms Scheme, which, while reserving the Revenue and Home portfolios, transferred the control of nation-building departments to Ministers. This dichotomy of provincial administration encouraged a tendency on the part of other district officers to take their difficulties to, and seek guidance from, their departmental heads instead of referring them in the first instance to the collector. It is a reassuring sign of the times

that with the establishment of joint responsibility of Ministers over the whole range of provincial administration the leadership of the collector as the chief agent of Government is in process of being restored. Government have already issued orders to all the district departmental officers to keep the collector in touch with the progress of rural development schemes, and he now functions as chairman of a council of district officers, which is charged with the task of co-ordinating the development plans of Government.

Co-ordination of Executive Planning.

167. With the expansion of Government activities in the developmental field, the duties of the collector as director of social and economic reforms will come into greater prominence. This is as it should be. The influence which he wields in the district should be harnessed to the task of development. The present orders of Government are that the collector should hold meetings of district officers of the Co-operative, Agricultural, Industries, and Public Health Departments, the deputy educational inspector, rural development inspector, executive engineer, civil surgeon, divisional forest officer and prant officers, whenever he thinks that such meetings are necessary, and also six-monthly meetings of the district or divisional officers of all departments mostly above the rank of the officers attending the former meetings. We have had evidence to show that frequent calls on touring officers to attend these meetings interfere with their movements, and that there are hardly any points to be discussed after the first two or three meetings; but we feel that if the collectors properly utilise the discretion left to them in the matter of convening meetings, both in respect of frequency and the officers to be invited, there should be no cause for complaint on the part of officers of other departments.

168. At the same time we feel that informal contact between the collector and the departmental officers is more likely to develop team spirit and co-operative unity than committee meetings with a formal agenda. It would also be wasting the time of touring officers to call all of them to a meeting, when the questions at issue concern only one or two departments and can be informally discussed by the collector with the departmental officers concerned. The necessity of such informal contact and discussion was emphasized by Government in a

Revenue Department circular in 1940, asking the district officers of all departments to remain in regular touch with the collector and keep him posted with important activities in their departments. As it is possible that this circular might have been lost sight of, we recommend that Government should remind officers of its existence.

169. Non-official advice is at present secured through rural development boards, the abolition of which we have recommended in the chapter on Local Self-Government. We suggest that the district local board should be the principal agency for the association of the non-official element with district administration, as it has a representative character which is lacking in the rural development boards. We accordingly recommend that some members of the district local board should be invited to the periodical meetings of the district officers. A representative of the municipality concerned may be invited when questions relating to a municipal area are to be discussed.

Responsibility for Law and Order.

170. Our emphasis on developmental activities in the district should not be taken to mean that we regard the normal duties of the collector as any the less important. He works in a dual capacity: as collector he has to collect not only land revenue but also all kinds of Government dues which are recoverable as revenue arrears and controls the district treasury; as district magistrate he is responsible for the control and supervision of the subordinate magistracy and for the preservation of peace and order in the district. As the maintenance of peace and order is the primary function of any civilised State, it has precedence over all other Government work. Moreover, what with labour troubles, agrarian discontent and communal disturbances, which have become far more frequent and widespread than before, the responsibility of the district magistrate for law and order is bound to increase and claim his first attention. In this respect the district superintendent of police acts as his assistant, and has to keep him fully informed of all matters of importance concerning the peace of the district and the state of crime.

171. One or two witnesses have suggested to us that with a view to preventing delay in an emergency, the district superintendent of police should be invested with the emergency powers of the district magistrate under the District Police Act and the Criminal Procedure Code, subject,

if necessary, to the revisional authority of the district magistrate. We have been told by the collectors examined by us that such an arrangement would undermine public confidence in the administration and would not work smoothly in practice. We also feel that the collector with his wider contacts is in a better position to judge a situation and to curb, if necessary, hasty police action. It is not by virtue of his powers as district magistrate alone that he can prevent or suppress breaches of the peace; it is also because as the chief administrative authority of the district, he has numerous sources of influence at his command which he can bring to bear in the right quarter.

172. Of late there has been a growing demand for the transfer of original criminal jurisdiction and control of the magistracy from the district magistrate to the High Court. This demand is based on the well-known and undisputed principle that the prosecutor should not be a judge in his own cause and that judicial decisions should not be influenced by extra-judicial considerations such as administrative expediency or anxiety as to promotion or future prospects. The Committee on the Separation of the Judiciary from the Executive, appointed by the Government of Bombay, has already submitted its report, and we have had the opportunity of seeing a copy of it. The practical solution offered by this committee is to separate preventive justice from the purely judicial functions of holding trials and hearing criminal appeals and to place the latter functions in charge of a judicial magistracy under the control of the sessions judge. Preventive justice under their scheme would remain with the executive magistrates under the control of the district magistrate.

173. But there is one recommendation of the Lokur Committee which is likely to weaken the authority of the district magistrate in dealing effectively with breaches of the peace. It is that while executive magistrates alone can initiate security proceedings under sections 107, 108, 109 or 110 of the Criminal Procedure Code and conduct them up to the stage of issuing preliminary notices under section 112, subsequent judicial inquiry is to be held by a judicial magistrate. Evidence before us emphasizes that " chapter " proceedings are essentially of an emergency type and that speed in their disposal is of the first importance. In such enquiries it is not possible to obtain the same standard of judicial proof as in regular trials, as people are generally reluctant to give evidence for fear of subsequent harassment

from the party proceeded against. That these proceedings are more by way of executive actions than judicial enquiries, is borne out by the fact that evidence of general repute of the person proceeded against is admissible, though it is excluded in a regular trial. It is therefore for the consideration of Government whether, even after the separation of the judiciary from the executive, "chapter" proceedings should not be disposed of by executive magistrates. The final orders are in any case appealable to the sessions court, and this should constitute a sufficient safeguard against their misuse by the executive.

The District Treasury.

174. One or two collectors have objected to the system under which they have to sign numerous treasury forms and returns which they cannot possibly find time to study or scrutinise and have suggested the transfer of control over the district treasury to some separately organised technical department. While we are unable to accept this suggestion, we feel that there is scope for reducing the collector's treasury functions by delegation to the treasury officer, so that the former is only responsible for general control. In the districts where the Imperial Bank has a branch, treasury transactions are entrusted to it, and we have been told that this makes for general convenience to the public and gives confidence to the collector. We therefore recommend that the Imperial Bank of India should be approached to open branches in those districts where they do not exist at present, and if they are unable to do so, Government should recognise approved banks, wherever such exist, for carrying out treasury transactions.

175. The district treasury has long been the Cinderella of the Revenue Department. For a long time the staff of the collector's office and the treasury has been interchangeable except to the extent mentioned below. The practice of sending the less efficient clerks in the collector's office to the district treasury was generally responsible for the dislike of treasury work among revenue subordinates, who regarded their transfer to the treasury as a mark of official disfavour. This dislike was further promoted by the fact that since 1941 clerks qualified in accounts are not transferable to the revenue side, so that the highest post to which they can expect to be promoted is that of a huzur mamlatdar. At present only two posts of huzur mamlatdars are reserved for the accountants, so that the prospects of an accounts qualified clerk of becoming a huzur mamlatdar are considerably lower than those

of a revenue qualified clerk of becoming a mamlatdar. It was not possible to reserve more posts of huzur mamlatdars for the accounts line, as the huzur mamlatdars, in addition to their treasury duties, were also entrusted with magisterial and city survey work.

176. With the proposed separation of the judiciary, treasury officers will no longer be required to do magisterial work. It should then be possible to constitute a separte accounts service from top to bottom. In making recruitment to the clerical cadre of this service preference should be given to persons holding accountancy qualifications. Initially, however, clerks of the Revenue Department who have shown aptitude for treasury work should be given the option of going into the accounts service. Posts of treasury officers should have senior and junior grades corresponding to the importance of the treasuries and should be controlled by the Board of Revenue. These officers should be required to undergo, in the office of the Accountant General, a course of studies, the curriculum of which should be made more varied than now so as to cover all the duties of head accountant and treasury officer.

Assistance to the Collector.

177. If the collector is to be able to devote sufficient attention to development work in the district, it would be necessary to relieve him of some of his less important duties or give him some assistance in the disposal of routine business. Most of the collectors examined by us stated that there was an all round increase in the district work, even excluding supply which was of a temporary nature, and that their compulsory attendance at the meetings of committees of various sorts detained them at headquarters and took much of their time. They did not expect any relief from the proposed separation of the judiciary from the executive, as ordinarily a district magistrate did not try any original cases and heard only a few appeals against the decisions of second and third class magistrates and as under any scheme of separation he would retain his responsibility for preventive justice. The termination of the civil supplies activities would, no doubt, reduce his work considerably. But it is also true that as fast as old responsibilities are lessened, some new extension of Government activities such as tenancy legislation places a fresh burden on the collector. The evidence showed that the collector would not obtain much relief by shedding some of his less important duties such as registration which, in any

case, it would be difficult to transfer to any existing agency. An alternative suggestion made by some collectors to reduce the size of the districts does not, in our opinion, offer a real solution of the collector's difficulties, which seem to arise not only from the size but even more so from the variety of his functions. We think that the purpose in view could be achieved more fully and more economically by giving assistance to the collector.

178. The type of assistance which will be needed in a particular district will obviously depend upon its size and problems. While in the smaller districts the appointment of a personal assistant should suffice in bigger districts like Poona and Ahmedabad where the city problems make a heavy demand on the collector's time, the assistance of an additional collector would be necessary. We understand that the appointmnent of an additional collector exercising all the powers of the collector is not provided for in the Land Revenue Code, which will have to be amended if Government accept this suggestion. Even when an additional collector is appointed, we think that the collector should himself hear revenue appeals, so that he may have a means of assessing the work of his sub-divisional officers. The personal assistant can be conveniently entrusted with the following classes of work :—

(1) Duties which are not a statutory obligation of the collector ;

(2) Duties in regard to local bodies ; and

(3) Routine and establishment matters

179. As the interposition of an officer of the deputy collector's grade as personal assistant between the collector and the sub-divisional officers is likely to prove irksome to the latter, we suggest that the personal assistant should obtain the orders of the collector in all cases in which he differs from the advice of a senior sub-divisional officer.

Powers of Contingent Expenditure.

180. There seems to be a real need for increasing the limits within which the collector can sanction contingent expenditure, so that he be not required to seek sanction from a higher authority every now and then. Moreover such an increase has become necssary in view of the general rise in prices and the more independent position which the collector will occupy after the abolition of divisional commissioners proposed by us.

Sub-divisional Officers.

181. Each district is divided into two or three sub-divisions, and each sub-division is placed in charge of a 'prant' officer, who is either a junior member of the Indian Civil (now Administrative) Service or an officer of the Bombay Provincial Service. Though he is expected to spend seven months of the year on tour in his sub-division, he resides in the district headquarters town during the rest of the year. We recommend that every prant officer should reside within his own charge, so that he may be easily accessible to the public there and be brought into more continuous and intimate contact with them. If the sub-divisional centres have telephonic communication with the district headquarters, the sub-divisional officer will be able to obtain the advice and guidance of the collector in times of need. We are informed that this system is in vogue in Madras and the Central Provinces. The prant officer's permanent residence within his sub-division will not only bring him within easy reach of the public but also will give him independence, and by teaching him to assume responsibility, will enable him to cultivate sound judgment by the handling of a varied range of affairs on a small scale. If the sub-divisional offices of other departments are also located in the sub-division, there should be no complaint of isolation or lack of society, and the officials concerned will be kept in touch with each other's activities. The prant officer will then be to these sub-divisional officers of departments what the collector is to other district officers.

182. The sub-divisional charge, besides providing a training ground for the new recruits of the Indian Administrative Service, serves as an effective instrument of decentralisation. Under the Land Revenue Code the prant officer exercises all the powers of the collector except such as are specifically reserved by the collector to himself and relieves him of much original revenue work. We agree with the Retrenchment Committee of 1923 that there is more of "a division rather than a duplication of work between him and the collector."* We therefore do not accept the view that the sub-divisional officer is merely a post office between the collector and the taluka officers. This description could only apply in cases where the collector has reserved too many powers to himself. What powers should be so reserved depends upon the experience of the sub-divisional officer and the confidence and trust which the collector can repose in

*Report of the Bombay Retrenchment Committee, 1923, page 53.

him. But an experienced sub-divisional officer should be able to deal with much more work than he does at present, and we recommend that the collector should not normally reserve to himself any powers unless particular circumstances so require.

183. From the evidence before us it appears that the work of the assistant or deputy collectors will not be reduced to any considerable extent by the separation of judicial from executive functions, and that there is need of two sub-divisional officers in every district. It was, however, stated that with the cessation of supply work those districts which have three sub-divisions can very well manage with two, and we accordingly suggest that this economy may be effected.

Village Administration.

184. We do not feel that any change is called for in the met od of either recruitment or appointment of the patils and talathis or kulkarnis. But since this village agency is responsible for the collection of primary data for revenue, agricultural and vital statistics, it is necessary to give them training in the collection of accurate information and its correct tabulation.

185. We find that the remuneration which the village watchmen receive is inadequate for the services they render. They are partly remunerated by the grant of watan, the *nuksan* (loss of revenue to Government) of which amounts to round about Rs. 25 to Rs. 30 per year, and partly by cash remuneration which seldom exceeds Rs. 5 per month. Our information is that though their wages are fixed for part-time work, in practice they are employed a goodly part of the year in connection with revenue and tagavi recoveries, crop inspection etc., so that they have not much spare time to eke out a living by agricultural pursuits. These hereditary watchmen generally belong to the scheduled castes and consent to work on low wages as they feel great attachment to their watan, however indequate, and consider their hereditary office as a privilege. But some district officers have deposed that it is becoming increasingly difficult to secure the services of able-bodied persons of the community for this work as they are attracted to more remunerative agriculutural and other employment. To preserve village economy it is necessary to protect this system of hereditary servants, which otherwise may not survive for long under present conditions. We accordingly recommend that the grant of more reasonable wages to them should be considered by Government.

CHAPTER X.

PROVINCIAL DEPARTMENTS.

I—Education.

PROPOSED AMALGAMATION OF THE DIRECTOR OF PUBLIC INSTRUCTION'S OFFICE WITH THE SECRETARIAT.

186. We have had the opportunity of seeing a copy of Mr. Nurullah's report on the re-organisation of the Education Department in which he has recommended a complete amalgamation of the Director of Public Instruction's office with the Secretariat, and its transfer to Bombay. In our chapter on the Secretariat we have explained what we consider to be the functions of the Secretariat and of the administrative departments and the great difference which exists between them. We have also shown that there are serious objections to the appointment of the head of a department as secretary to Government, and indeed of any technical officer as secretary. It follows therefore that we cannot endorse Mr. Nurullah's recommendation and we consider that in the case of education particularly, where important decisions of policy have to be taken almost from day to day, a strong and independent Secretariat department is essential. We should be equally opposed to any scheme whereby the Director of Public Instruction's office was formed into an attached office of the Secretariat like, for instance, the Posts and Telegraph Department of the Government of India or the Statistical Bureau attached to the Finance Department, or the Bureau for legislative drafting which we propose should be attached to the Legal Department. These attached offices are strictly limited in scope, and to some extent perform mechanical functions; whereas the Director of Public Instruction is in charge of a vast administrative machine, and just as the Education Department in the Secretariat must be a strong and independent organ for the formulation of policy, so must the Director be given a free hand in the execution of Government's policy with plenty of scope for initiative and independent action.

187. Since we are opposed on principle to the amalgamation of the Director of Public Instruction's office with the Secretariat, it is unnecessary to emphasise the difficulty of finding accommodation for him and his establishment in Bombay. This would involve an extensive building programme which Government could not undertake in

present circumstances. Besides, there are positive advantages, to which we have referred elsewhere, in locating the head offices of departments at Poona, where the claims of the mofussil districts can receive due attention. This is particularly true of the Education Department at the present time, when it is faced with a new responsibility for primary education and a province-wide programme of expansion. Incidentally it may be remembered that it was in this very department that the disastrous experiment of making the departmental chief joint secretary was tried and speedily abandoned.

Education Officers in the Secretariat.

188. In the light of the principle that technical officers should not be appointed in the Secretariat, the presence of two education officers in the Education Department seems to us open to objection. We understand that these posts were created under special circumstances connected with some programme of expansion, but as a normal practice such appointments are undesirable. What little advantage there may be in having such technical men in the Secretariat departments is far outweighed by the disadvantage that the departmental head's expert advice is subjected to scrutiny by persons of less experience than himself. If these officers have been selected on account of their general qualifications and entrusted with duties unconnected with education there is of course no objection; but even so their presence in the Secretariat is likely to be misunderstood and regarded as a breach of the principle we have enunciated.

Educational Adviser.

189. An unusual feature in the Education Department is the recent appointment of an Adviser for Basic Education who has also, we understand, been given administrative charge of visual instruction and adult education. It appears to us that the appointment of advisers outside the department is open to question, and particularly so when the adviser is given an administrative charge. Such an arrangement breaks the integrity of the department and undermines the sense of responsibility of the Director, apart from its effect upon the interest and prospects of members of the service. If Government have to undertake special activities regarding which the existing staff has not the necessary knowledge, and if the matter is so urgent that there is no time to depute an officer of the department to acquire that knowledge, then the appointment

of an outsider with purely advisory duties for a strictly limited period may be justifiable. But in the ordinary way we feel that such appointments are undesirable, and in no case should the adviser be given administrative duties. The head of the department and even the Minister can obtain advice from the various committees that have been established; but if an expert from outside is considered necessary, it would be best to make him the head of the section concerned—in this case basic education—under the Director and permit him direct access to the Minister, if the latter so desires during the initial period.

Appointment of Professors.

190. A matter which has caused considerable difficulty to Government is the system of promotion to Class I appointments in the collegiate branch. The number of professors' posts is naturally limited to the requirements of the various subjects and the standard up to which they are taught in Government colleges, and when a professor's post falls vacant, it can obviously be filled only by a lecturer who is qualified to teach the same subject, though he may not be the most senior member of Class II due for promotion. One would expect that those who enter the teaching profession would realise this fact and would be content to pursue the subject they have chosen for its own sake, without regard to the pay and status they may or may not reach. But such is the tradition of public service that even the members of the Education Department watch each other's progress with a jealous eye, and if a junior advances more rapidly than his senior owing to a vacancy of professor in a particular subject, the senior feels himself to have been superseded even though he may be quite incapable of performing the duties of the higher post.

191. This has frequently happened in recent years, and several attempts have been made to find a solution of the problem. It was first considered by a conference of principals, who suggested the creation of one more professorship in Class I, to satisfy the claims of the officer then concerned. The suggestion was not adopted on account of the expense involved in accepting the underlying principle. Another proposal made during the time of the first Congress Ministry was that the three classes in the collegiate branch should be abolished and replaced by a running scale from the bottom to the top. This proposal was examined in the Finance Department and rejected on account of the

repercussions which it was expected to have on other departments. Latterly Government appointed a committee under the Chief Secretary, which included an ex-Vice Chancellor of the Bombay University among its members to examine the problem. But the only solution which they could offer was the creation of a number of floating Class I posts, so that whenever a Class II officer who was fit by seniority and merits for promotion was superseded for want of a vacancy in his own particular subject, he could be given one of these floating Class I posts in order to preserve his seniority. Government accepted this suggestion, and three such floating posts have been created and are distributed from time to time as circumstances require.

192. We feel that this arrangement is at best a palliative and cannot be regarded as a logical or satisfactory solution of the problem. It involves waste of money, in that higher posts are created not because the duties to be performed require them, but for the benefit of Government officials. We feel that the opportunity may be taken not only of finally settling this problem in a way that will do justice so far as possible to the claims of Government servants in the department, but also at the same time of improving the quality of the personnel occupying these important professorial posts in Government colleges. A professor should be an inspiring teacher and one who has not only kept himself abreast of modern research, but also has some original work to his credit. We fear that owing to the system of promotion by seniority, these qualities are not so common as they should be. The suggestions which we make below are designed to remove this reproach from the Government colleges and at the same time place the system of selection on a consistent and satisfactory basis.

193. The first step is to decide which subjects require professors as well as lecturers, and then to fix the number of professors needed for each. The present allocation may be scrutinised in the light of the importance of the subjects taught and the number of students likely to adopt them. This scrutiny would probably lead to a reduction in the number of Class I posts. Looking to the conditions which prevail in other colleges in the Province it seems that a number of departments in Government colleges could be managed by lecturers in Class II. We have however been supplied by the Director of Public Instruction with a copy of decisions arrived at by a conference of principals of Government colleges held on 20th March 1948 on the subjects (1) qualifications

necessary for appointment to Class I professorships and (2) the number of such posts in several subjects that it would be desirable to provide. As the qualifications proposed consist mainly of high academic and research attainments, we consider them to be satisfactory as the basic minimum. In regard to the number of posts suggested, while we agree that staffing of colleges should be decided on some principle, we do not approve of the specific number of professors suggested in all cases. The information supplied to us does not contain any enunciation of principle on which the suggested number is based. As far as we can make out, the main principle seems to be that except in special cases such as Arabic and Persian, for which a single professorship is suggested, in all important subjects professorships, for which the minimum prescribed qualifications would be as high as noted above, should be provided in all Government colleges. Even assuming that, if the prescribed minimum qualifications are enforced, a sufficient number of qualified persons would be found to fill all the posts, we feel that provision of professorial posts on the scale suggested would be clearly wasteful of public funds. It would not be incorrect to say that the prescribed qualifications are such as would be required for appointment to a university professorship, where research work is principally attended to. If on this level Government undertake to provide for almost all subjects, it would mean that they are providing staff for four or five universities. The work done in colleges as at present organised clearly does not require staffing on this scale at all colleges in all important subjects. The normal work of colleges in all subjects can be satisfactorily done by Class II teachers. Their scale of payment compares so favourably with scales prevalent in non-Government colleges that satisfactory recruitment can always be expected, provided of course that qualified persons are available. Our idea of a professorship is quite different. While we desire that the staffing of Government colleges should conform adequately to the requirements of the work done in each college, according to the resources available to Government and pending the establishment of new universities, they should maintain a few high posts for distinguished scholars in the more important subjects. All these should not be in one and the same college, nor is there any need or justification for having them in all colleges. They should be limited in number and should be distributed among colleges. If this is done, the total number of Class I posts (professors' posts) instead of having to be increased from 35 to 54, as is suggested by the Principals' Conference, could actually be reduced to about 20. Such a timely reorganisation of the teaching staff of Government colleges is

urgently required in the interest of public economy and as a step towards facilitating the establishment of teaching universities, which may, for their appropriate field, draw upon the academic talent available in all colleges, Government as well as others.

194. We realise that the importance of subjects and their popularity among students may change from time to time, but it should be possible to leave the allocation of Class I posts undisturbed over a fairly long period after it has once been settled. Having decided in what subjects and at which colleges professors are required, Government should make it clear to the members of the department that only these posts are available, and that those who have, for whatever reasons, selected subjects in which men of the distinction of professors are not considered necessary, must be content with Class II appointments and make no complaint of supersession when others are promoted to Class I.

195. In fact we think it would be better to abolish Class I as such in the collegiate branch altogether. Officers of the branch should regard the top of Class II as the highest appointments to which they can aspire on the basis of seniority and merit and understand that in order to become professors they will have to compete with candidates drawn from outside the service in the manner described below.

196. In future all Class I professors' posts as at present understood should be filled by direct recruitment and be held on contract for a period of five years. Lecturers in Class II should be eligible to compete for these posts, but will have no claim to them by seniority. If selected they will be deemed to have been directly appointed. Their pensionary rights will continue, whereas direct recruits would subscribe to a contributory provident fund; but in all other respects there would be no distinction between a professor taken from outside and one who happened to be serving in the department already.

197. As regards the authority which should submit names to Government for these appointments, we have considered whether in view of the abstruse nature of some of the subjects involved a special committee should be formed consisting of members of learned societies and professors in other colleges. This would involve withdrawing these posts from the purview of the Public Service Commission, a course which we are reluctant to suggest. On the whole we feel that the Public Service Commission should make the selection as at present, but it should

avail itself of the help of a carefully chosen assessor, who should be qualified to advise on the academic merits of the candidates as well as their ability as teachers.

198. The five years' appointment of a professor who has rendered satisfactory service should be renewed without meticulous scrutiny on the recommendation of the Director of Public Instruction. Such renewal would require the concurrence of the Public Service Commission, which generally follows the salutary principle that every vacancy to be filled by direct recruitment must be advertised for open competition. But we feel that the Commission would consent to make an exception to this principle when it is merely a case of renewing the appointment of a professor whose work has been certified by the head of the department to be satisfactory. In other cases the appointment would cease on expiry of the contract and be advertised as before.

199. A professor who was previously in Bombay Educational Service Class II and whose appointment as professor is not renewed would revert to his old post.

200. This arrangement will not of course provide a Class I post for every aspirant in Class II, particularly for lecturers who have adopted subjects which are not so important or so popular with students as to require a professorship in Government colleges. Such men must confine their ambition to Class II of the service and may be expected to find satisfaction in pursuing and imparting, even at a lower level, that branch of knowledge which they have deliberately chosen.

201. This is the solution we offer to the vexed question of professorial appointments. The same problem arises in the Agricultural Department where vacancies such as those of Horticulturist and professors at the Agricultural College occur and can only be filled by officers who have specialised in the subjects concerned. The method of appointment which we have suggested for the Education Department cannot be adopted here since these professors are also executive officers; they do not enjoy vacations and have field work to do in addition to teaching. In our paragraphs on the Agricultural Department we are proposing that seniority in such cases should be calculated from the date of substantive appointment in Class II, and not from confirmation in Class I.

Appointment of Director.

202. Somewhat akin to the above problem is the question of selecting an officer as Director of Public Instruction and of reconciling the claims.

of the administrative and collegiate branches to the highest post in the department. Here again it is clear that seniority alone cannot prevail. The Department of Public Instruction has now become a huge administrative organ with a budget of about six crores (which will constantly increase), and the head of it has to arrange for supervision and inspection on a vast scale, not to speak of contacts with local bodies, preparation of reports to Government and service on committees, both at the Centre and in the Province. It is obvious that a man who has spent the greater part of his life in the sequestered haunts of a college would be quite unable to cope with such a mass of administrative detail. One would expect him to be appalled at the prospect. Yet so strong are the traditions of promotion by seniority in Government service that college principals consider themselves superseded if one of their juniors in the administrative branch becomes Director. So long as the Indian Educational Service was in existence and consisted mainly of European officers, the question did not attract much attention. These officers occupied teaching posts and were promoted to the administrative grade when due for it by seniority without much inquiry into their competence, though in one case a director was brought from another province. While such a lack of selective promotion cannot be defended, its effects were not so serious as they would be to-day, since the department was then on a smaller scale and did not greatly concern itself with primary education.

203. No doubt the Director of Public Instruction should have some acquaintance with collegiate affairs, but in regard to the purely teaching work of the colleges the controlling authority is not the Director but the University. Apart therefore from the extra emoluments of the post, college principals need not regard themselves as superseded if for want of administrative experience they are passed over and a junior administrative officer becomes Director. In recent times, however, an attempt has been made to meet the claims of the senior members of the collegiate branch by bringing one of them over to the administrative side and posting him as Deputy Director, so that he may receive the necessary training in administration and ultimately become eligible for appointment as Director. But experience has shown that this period of training is not long enough, and the collegiate officers at that stage are too senior to acquire any zest for administration or adjust themselves to a totally different kind of work. Collegiate officers must make up their minds after about ten years of service whether they wish to continue in the

teaching line and relinquish all claim to the director's post, or whether they would give up the profession of teaching and turn to administration. In the latter case they could apply for transfer as educational inspectors or even assistant educational inspectors, and if selected the path to the headship of the department would be open to them, of course along with other officers of the administrative branch.

204. It would not be possible to give effect to this arrangement immediately owing to the impending retirement after a few years of the present deputy directors, but we recommend that Government should look ahead and realise, when recruiting the assistant educational inspectors, that from these the future head of the department would be drawn and with this end in view select a certain number of officers with previous collegiate experience.

College Accounts.

205. It has been suggested that for the maintenance of accounts in Government colleges a separate service of accountants is necessary, one of whom would be appointed to each college under the title of "Registrar". We cannot agree to this suggestion. In the first place the number of posts is too small for a separate service to be organised, and in the second place the accounts of a Government college are not so complicated as to require such highly trained men to look after them. The principal of a college must, in the last resort, be held responsible for the accounts, and if in some of the larger colleges it is felt that he needs more clerical assistance, this may be provided. The clerk in charge of the accounts may also be given training in the Accountant General's office if thought necessary. Even in the case of the Forest Department, where a larger cadre of divisional and circle accountants could have been formed, we have not thought it necessary to make any such recommendation.

College Principals.

206. The principalships of Government colleges are generally awarded to the most senior professors in the department because, apart from the dignity attached to such appointments, they carry free quarters and a special pay of Rs. 100 which counts for pension. The posts are therefore attractive and must be given to the senior claimants. This often means that a professor appointed principal of another college

takes with him the Class I post that he holds, and in exchange the Class II officer whom he displaces in the new college is transferred to the vacancy which he has left behind. This has to be done regardless of the real teaching requirements of the two colleges and must clearly involve waste of talent in the one case and loss of efficiency in the other. Very often these moves necessitate further manipulation of appointments and a whole chain of superfluous and unwanted transfers follows. This seems to us very undesirable. If the senior professor in the department can be appointed to a vacant principalship without undue dislocation, there is no objection to doing so. But rather than sacrifice the interests of the colleges in general for this purpose, we think that the senior professor of the college concerned should be appointed principal, and if there are men senior to him in other colleges they should not regard this as supersession. The free quarters provided for a principal are given to him not for his own benefit, but in the interests of the college. As regards the special pay, we recommend that this should be converted into a compensatory allowance to reimburse the Principal for the expenditure incidental to his position. It would not then count for pension. With this change the principalships should cease to be regarded as necessarily superior to purely professorial posts and may be allotted with more regard to academic convenience than to seniority.

Administrative Officers.

207. It is evident that under the new Primary Education Act, the whole responsibility for this kind of education will rest with Government and the local authorities who were at least in partial control since the Act of 1923 was passed, will have practically no concern with it. We agree with this reversal of policy in the special circumstances of the time. When Government is providing almost the whole of the funds needed for compulsory education, they must obviously retain in their own hands the direction and fulfilment of the programme. And this becomes all the more necessary when a concerted drive for the removal of illiteracy throughout the Province has to be completed within a fixed period. But when this goal has been reached, or even at an earlier stage when the path towards it has been clearly defined and obstacles overcome, we feel that primary education should again be entrusted to local control and that sufficient sources of revenue should be made available to local bodies to enable them to bear the cost.

Such decentralisation would accord with modern thought and practice in other countries and would relieve Government of a burden which there would then be no need for them to carry, besides encouraging local enthusiasm and sense of public duty.

208. Meanwhile, however, so long as the participation of local authorities in primary education is practically in abeyance we can see no reason why the administrative officers' posts need continue. It appears that they are to be kept in existence in deference to local sentiment and as a kind of pledge to the local authorities that their control over primary education will one day be restored. We do not think that such considerations warrant the retention of unnecessary posts. The duties of an administrative officer run parallel to those of the deputy educational inspector and are thus redundant. The School Boards cost nothing and may continue with such functions as the Act allows. But expenditure on the unnecessary duplication involved in retaining the administrative officers' posts appears to us waste of money, and we feel that these posts should be abolished. Their disappearance should cause no hindrance to the return of control over primary education to local authorities if and when Government decide that this should be done.

Secondary Education.

209. The position regarding secondary education in relation to both finance and admnistration is becoming more and more acute. Secondary education by imperceptible steps is passing under Government control and becoming a charge on provincial revenue just as primary education has done. If Government take upon themselves the responsibility for prescribing scales of pay for secondary teachers, this will naturally be followed by a demand for incrased grants, since the proposed scales are such that no school management could meet them with the existing grants even by raising fees to any feasible limit. Increased grants would mean increased control by Government, and from there it is a short step to direct responsibility. The first fruits of this process are already to be found in the Ghate-Parulekar Report. In this report not only have new scales been proposed, but suggestions have been made on such matters as the appointment of headmasters, accelerated promotion and a few other ordinary administrative points which, it is suggested, should be referred to the educational inspectors for orders. We feel, therefore, that before assuming control of secondary schools in too much detail,

Government should decide whether they are in a position eventually to meet a larger proportion of the cost of secondary education. Increased grants will be necessary not only for existing schools but for new ones, and looking to Government's vast commitments in many other directions, coupled with the loss of excise revenue, we feel that they should count the cost very carefully before assuming this additional burden. In our chapter on Public Expenditure we have emphasized the need for laying down a scale of priorities, to be prescribed in the light of the financial resources available ; and it seems clear that in such a scale secondary education cannot find a very high place when essential needs like public security, food production and primary education have to be met.

Technical Education.

210. The Sargent Report advises that technical education should be placed under the Director of Public Instruction. Presumably this recommendation does not apply to medical and agricultural colleges in which the teachers are whole-time Government servants with executive duties to perform. The Poona Engineering College already conforms to the Sargent plan, and we are glad to note the very close liaison which exists between the Director of Public Instruction and the Public Works Department in the management of this institution. But in the lower grade of technical education, dual control by the Director of Public Instruction and the Director of Industries exists and is leading to some overlapping and waste of effort. The two technical high schools are controlled by the Director of Public Instruction, but the Director of Industries is in charge of the Victoria Jubilee Technical Institute, the Ranchodlal Chotalal Technical Institute at Ahmedabad and all industrial schools. We feel that this duality should cease and that all control of techincal instruction should be unified and placed in the hands of a deputy director of public instruction, thus preserving the link between general and technical education. Pure trade schools, where no other subjects are taught besides the craft concerned, may remain with the Industries Department.

211. But in making this recommendation we would emphasise that there should be close co-operation between the Deputy Director in charge of technical education and the corresponding technical department of Government, so that both the technical instruction and the technical practice of the schools and institutes may conform to requirements.

With this object we consider that the Board of Technical and Industrial Training should continue and that some supervision of these schools etc should be carried out by an officer of the technical department concerned, not in regard to their organisation, but to ensure that the teaching of both theory and practice is kept at a proper level. Similarly we think that the agricultural schools should be inspected by an officer of the Agricultural Department.

II–Co-operation.

212. For several years the Co-operative Department has been looked upon as an important agency for the all-round improvement of the people of the Province. Especially in agriculture and handicrafts this department has always sought to further the interests of the small-scale farmer as well as of the artisan, by making available to him agencies of cheap credit, profitable marketing and technical advice, which in his individual capacity he was not likely to obtain. Recently the Congress has adopted the establishment of a co-operative commonwealth as its ideal. In this context it is only to be expected that the importance of co-operative organisations will grow with time.

Organisation of the Department.

213. While therefore we recognise that the Co-operative Department will continue to play an increasingly important part in the organisation of Government, we feel that the time has come when the whole structure of the department should be put on a systematic basis. The principal fact about co-operation is that it is a method of organising several, in fact all, activities of the individual and of the group. By itself it is not a separate activity. This fact has a bearing on such enterprises as co-operative farming, co-operative fishery, co-operative industry and so on. We feel that the actual organisation and conduct of societies belonging to these separate groups should be under the appropriate technical departments. The Co-operative Department should be concerned only with registration, audit, financial supervision and bye-laws. We have made a recommendation that co-operative farming societies should be the concern of the Agricultural Department. We feel that village industries also should normally belong to the Industries Department.

214. We recognise, however that either because it is felt that in the initial stages of organising some new activity direct co-operative sponsor-

ing is necessary, or for some other special reasons, it may be found temporarily desirable to put some technical activities under the direct charge of the Co-operative Department. This, however, should as far as possible be always treated as a passing phase, and at the earliest opportunity the societies so formed should be transferred for their technical direction to the department concerned.

Haphazard Growth.

215. In recent years this department has grown considerably, but it has not grown either according to any approved pattern of departmental organisation or according to any easily intelligible principle governing its proper scope. This haphazard growth has on the one hand led to a multiplication of agencies at all levels of organisation, and on the other resulted in making the Registrar responsible for several activities which neither directly belong to his proper function nor are administered principally through his own department. An instance in point is the existence in almost each district of six district officers of varying rank, attending to different aspects of co-operative organisation and responsible to different official and semi-official superiors. The following are the officers who represent co-operative organisations, directly or indirectly financed by Government in each district.

216. First, there is the district co-operative officer who, through the assistant registrar and the deputy registrar, owes allegiance to the Registrar. Then there is the marketing inspector who, through the assistant marketing officer for each division, is under the Chief Marketing Officer who is attached to the Registrar's office. The newly started Village Industries Section of the Co-operative Department is represented in almost every district by the district village industries officer and is placed directly under the Joint Registrar in charge of Village Industries. Besides these officers belonging directly to the Co-operative Department, Government are also represented in several districts by an officer of the Industries Department. On the semi-official side the Provincial Co-operative Institute has its own district education officer, who attends to the training activities now undertaken by the Institute in respect of both official and non-official staff. And lastly there are the district officers appointed by the Provincial Industrial Co-operative Association which claims to act almost entirely in the same field which is supposedly the concern of the Joint Registrar, Village Industries.

217. Such a multiplication of agencies in the districts, as also at higher levels, is obviously an avoidable waste both of money and talent. It is, therefore, necessary in our opinion to reorganise all activities in the co-operative field, in so far as they are dependent on Government finance and direction.

Official Status of the Registrar.

218. Before going on to an outline of what we consider to be a proper organisation for this department, it is necessary to refer to the position of the Registrar himself. So long as the Registrar is an officer of the Indian Civil Service his status and pay do not depend directly on the ranking of his post. In view however of the possibility of the Registrar's post being held in future by a non-Indian Civil Service officer, and also in view of the growing importance of the duties that are now allotted to him, we feel that the time has come when the Registrar as the head of a department should be placed on a footing of equality with the Director of Agriculture and the Director of Public Instruction. In assessing the pay scale of the post this equivalence should be taken into account.

Multiplicity of Officers.

219. The present organisation of the Co-operative Department is neither properly reduced to the principle of departmental unity, nor does it conform to the usual principles of organisation of junior and subordinate officers within the department. Thus the Registrar, though technically responsible for all the activities that normally go with co-operation, is now principally concentrating his attention on matters almost entirely separate from co-operation. He has been made the Registrar-General under the new Money-lenders legislation. He supervises the effects on co-operative activity of the execution of the Bombay Agricultural Debtors' Relief Act. He supervises the formation of regulated markets and the setting up of licensed warehouses. These last two activities are yet in a very initial stage of development, and primary responsibility in regard to them is vested in the marketing section of the department, which is in a way organised on parallel lines with the main department. Besides these activities we are sure the Registrar attends to general questions of policy regarding co-operation, and perhaps several other activities in respect of which reference is made to him by Government. But the most obvious feature of the present position of the Registrar is that for normal co-operative work he can spare very little time for direction or guidance.

220. This work, which properly belongs to the Registrar, is handed over to a Joint Registrar, who, in almost all routine matters, would be directly communicating with Government. The Joint Registrar's post does not really fit in with the organisation of a provincial department which must be placed under a head directly responsible for all the normal activities of his department. Parallel with the Joint Registrar in charge of general co-operation, there is an almost independent organisation for village industries set up under a Joint Registrar who, as a rule, is in direct communication with Government over matters affecting his section. Then there is the Chief Marketing Officer who, though technically subordinate to the Registrar, is in virtual charge of marketing activities throughout the Province. Besides these three provincial officers, the Registrar is assisted by a Chief Auditor and Financial Adviser, who is the head of a large group of special and assistant auditors who conduct the audit of co-operative societies.

221. On the divisional level the Co-operative Department proper is represented by three deputy registrars, one in charge of each division. The divisional representation of the marketing section is found in three assistant marketing officers. Besides the divisional marketing officers, there is one assistant marketing officer who is attached to the office of the Chief Marketing Officer. There is a research section of the marketing organisation located in Bombay, having three assistant marketing officers who do survey work as part and parcel of an all-India marketing organisation. The village industries section has no divisional officers at present.

222. In the district there are firstly the assistant registrars who are mostly allotted on the basis of one for every two districts, some bigger districts having an assistant registrar to themselves. Each district however has a district co-operative officer working under the assistant registrar. The village industries and the marketing sections also have their own district officers and inspectors respectively, as already mentioned.

Reorganisation Needed.

223. We suggest that this loosely jointed and multifarious organisation should now be reduced to the same principles of organisation as obtain in other similar provincial departments. We suggest therefore the following scheme of reorganisation. We consider it most

undesirable that the Registrar should be so far out of direct touch with normal co-operative activity as he seems to be at present. To enable the Registrar to devote himself to his proper duties, it is desirable to relieve him of work in connection with the Money-lenders Act. This function not only does not naturally belong to him, but in carrying it out he has to depend not on the staff of his own department, but either on a separately organised staff or on revenue officers like collectors and mamlatdars who have been made the appropriate authorities under that legislation. We therefore recommend that at the earliest possible opportunity this work should be transferred to some other officer specially appointed for the purpose and put under the Board of Revenue. Pending the adoption of this recommendation, such work under the Act as falls to the lot of the Registrar should be incorporated in the total work of the Co-operative Department and should be distributed between him and his immediate subordinates.

224. Whatever may have been the circumstances in which the posts of Joint Registrar in the Co-operative Department proper and of another Joint Registrar for Village Industries were created, we feel that in the normal organisation of the department both these posts should be placed on the level of deputies to the Registrar. As, however, there are already deputy registrars in charge of the three divisions, it may be necessary to change the description of these deputies at headquarters, who, it is our expectation, will not only carry out the decisions of the Registrar, but will directly share with him the responsibility for taking them. While the designations of the several officers are for Government to decide, we suggest as a workable scheme the following change in the names of the officers at the top of the department.

225. The Registrar himself may be designated Chief Registrar, and the officers placed directly under him at headquarters may be styled deputy chief registrars. In this capacity the latter will naturally be entitled to the special pay that is usually given to such officers. So reorganised, the Chief Registrar's office should have in our opinion only two officers attached to it. All the work referring to marketing, village industries, co-operative organisation proper, and such activities as Money-lenders legislation and the Bombay Agricultural Debtors' Relief Act should be distributed among the Chief Registrar himself and his two deputies. We would leave the actual distribution of functions among these three officers to the convenience of the department itself, and in

any case this distribution is bound to vary according to the special aptitudes and experience of the persons who for the time being happen to hold the chief posts.

226. While we have recommended that in due course the activities of the Village Industries Section should be put under the Industries Department, we feel that so long as the marketing organisation is within the Co-operative Department, it should also be the agency for giving effect to the weights and measures law of the Province. At present this function is allotted to the Industries Department, which does not command the same extensive organisation in the districts or the same close contact with trade as the marketing organisation possesses. With the transfer of this function to the marketing organisation, part of the staff now employed for it by the Industries Department, especially in the bigger cities, will be taken over by the marketing organisation, and the rest will be rendered superfluous. Eventually, it may be possible to separate the whole marketing organisation also from the Co-operative Department and to put it on a provincial basis under the new Secretariat Department of Trade and Industries, the creation of which we have already suggested.

Divisional and District Officers.

227. In a department like Co-operation, which is represented in the districts usually by Class II officers, and in some cases even by officers of a lower status, it is essential to provide supervision and direction on a divisional basis. We therefore recommend the continuance of the three deputy registrars' posts in Class I. But we suggest that the responsibility of the deputy registrars should not be confined only to general co-operative work, but should extend to all the sections placed under the Chief Registrar and his immediate deputies. The divisional deputy registrars will continue to have for this purpose the assistance of the three assistant marketing officers, who act on a divisional basis and will continue to do all the normal work connected with marketing. But it is essential that the divisional co-operative office should work as a unified organisation under the deputy registrar. There are at present no officers between the Joint Registrar and the district village industries officers to attend to village industries. This is undesirable, as the district staff in that section is left without any continuous supervision. If all the activities in the districts belonging to whatever section are brought under the deputy registrars, there will be normal

supervision, supplemented no doubt by the final supervision of the deputy chief registrar in whose charge the particular function may fall.

228. As regards the districts we have already drawn attention to the multiplicity of officers operating in the area. It seems desirable that some decisions of policy should be taken by Government with regard to the agency that they desire to employ for the furtherance of their plans. For instance it appears that between the functions and organisation of the village industries section of the Co-operative Department and those of the Provincial Industrial Co-operative Association there is some avoidable duplication. As Government give a grant to the Provincial Association to cover almost all the expenditure on its staff, it is for Government to decide whether such a duplication, which, apart from being wasteful, may also lead to loss of efficiency, should be continued. Confining ourselves to the staff under Government, we suggest that the present interposition of the assistant registrars between the deputy registrars and the district Co-operative officers should be done away with, and each district should be put under a district co-operative officer, who may belong either to a senior or a junior grade according to the importance of each district for co-operative purposes. These district co-operative officers should continue to receive such assistance from subordinate officers as is judged to be necessary for their purpose.

229. The marketing inspectors and the district industries officers, wherever they exist should be brought under the official supervision of the district co-operative officers. While we assume that general co-operative activity is sufficiently developed in all the districts to need the direction of a district co-operative officer, we are not sure that the actual and prospective progress of marketing and village industries is so uniformly developed over the whole province as to justify the appointment of marketing and village industries staff in all districts. In districts where these activities are sufficiently important, the special officers will certainly be needed, but they should be under the general supervision of the district co-operative officers. In other districts the district co-operative staff should continue to give as much attention to marketing and village industries as is possible in the circumstances. Unless the entire organisation of the department is so integrated and systematically organised, we feel that wastefulness and inefficiency may develop. The reorganisation that we have suggested will in our opinion

not only help immediately to overcome these defects, but will also provide an easy way of separating the marketing and the village industries sections from the Co-operative Department proper, when at some later stage this course is found to be desirable and feasible.

Supervision of Urban Societies.

230. Besides these recommendations regarding the organisation of the department, there are some matters affecting its activities in respect of which we feel called upon to make some suggestions. We feel that the stage has now arrived when, at least for the urban societies, the responsibility for audit and supervision now borne by the Co-operative Department could well be transferred to some non-official co-operative organisation. We had evidence on this subject both from the officials of the department as also from some eminent co-operators. We also learn that there is a proposal to entrust to the co-operative organisation the very responsible task of making credit available to all creditworthy agriculturists. With a view to release the agency of the Co-operative Department for the more important work of audit and supervision of the increasing number of rural societies, it would be opportune to relieve it of responsibility in regard to urban societies. Either the Provincial Co-operative Bank in a reorganised form or the Co-operative Banks' Association would in our opinion be quite competent to undertake the work at present done by the Co-operative Department in relation to the urban sector of the co-operative movement.

Finance of Rural Industries.

231. We notice that the village industries section of the Co-operative Department is directly administering financial assistance to village industries. While the extent and manner of direct and indirect assistance to village industries are matters of policy for Government to decide, we feel that the agency through which such financial assistance is given should be some other than the department. Loans for such fairly long periods as five years, recoverable in six-monthly instalments, are an activity which, in the interest of financial soundness, ought to be placed in the hands of some banking institution. Whether it be in assessing the needs or creditworthiness of the artisans or in making regular recoveries a banking institution could be relied upon to a greater extent than a departmental agency. We therefore recommend that

Government should explore the possibility of rendering financial assistance, especially by way of loans to village industries, through some existing or newly established institution.

Organization of New Societies.

232. In view of the emphasis that is now being placed on the co-operative method of regulating social and economic life, it is necessary that the organisation of co-operative societies should be carried out through experienced and responsible agencies. In the past it has been found that when official propaganda on the subject is alone relied on for the formation of new societies, the necessary caution is not in all cases exercised. This leads no doubt to an immediate quantitative expansion, but the inherent soundness of the movement thereby suffers. We therefore recommend that in organising new co-operative societies the assistance of such recognised non-official bodies as the Provincial Co-operative Institute should be relied upon to a greater extent than at present. We understand that the Provincial Co-operative Institute has already been entrusted with the organisation of the training programme of the co-operative movement. The Institute has branches in the districts and is in close touch with all the co-operative workers in a given area. In appointing organisers and in promoting the formation of co-operative bodies, it would be desirable for the Co-operative Department to act in consultation with the Co-operative Institute. So directed, we feel that the development programme of the Co-operative Department, suitably reorganised as suggested by us, will achieve more assured success than would be the case otherwise.

III—Agriculture.

Directorates of Agriculture.

233. When the Ministry addressed themselves to the reorganisation of the Agricultural Department, they retained the post of Agricultural Commissioner which had been created by the Section 93 Government, to provide suitable employment for Sir William Jenkins on his return from America. Sir William Jenkins was also Additional Secretary of the Agricultural and Rural Development Department attached to the Revenue Department, and when these two departments were bifurcated and a separate secretary was appointed for the Agricultural and Rural Development Department, he continued to hold the Commissioner's post. The reorganisation scheme also provided for four directors of agriculture under the Commissioner in place of the single director's

post held by Dr. Cheema up to the time of his retirement. At a meeting which we had with the Cabinet on 18th June 1947 we voiced our objections of principle to the headship of an executive department being held by a Secretariat officer, and we are glad to note that since then the post of Commissioner has been abolished. But there continue to be three directors instead of the four originally provided for in the reorganisation scheme. Thus while the directorate of agriculture has been freed from any technical control in the Secretariat, the dispersal of the tota agricultural charge among several directors still continues. There is one director for animal husbandry, another for agricultural engineering, and the director of agriculture proper combines in his own charge the duties of research as well as extension. It is clear from the evidence before us that the whole work of the Agricultural Department, whether it relates to animal husbandry and cattle breeding or land development, or agricultural engineering such as lift irrigation, well sinking or bunding, or agricultural education is so integrally bound together that to place these activities under different directors will cause loss of efficiency and uniform control. We therefore recommend that all the activities of the Agricultural Department should be under the undivided control of a single director as before.

234. As regards animal husbandry, we feel that it is so closely connected with general agricultural activity that it must be placed in charge of agricultural officers at least at the district level. But as there is a close connection between animal husbandry and the functions of the Veterinary Department, although the latter are in a way independent of normal agricultural activity, the two together, i.e. the animal husbandry and veterinary services, might be placed under the control of a joint director. For land development and agricultural engineering, which at present form the third directorate appropriate officers should be appointed under the Director of Agriculture.

235. The relationship between the director and joint director would then be that the latter would be given full freedom of action with regard to the special functions in his charge, but his general activity would be integrated with that of the main department. For instance, while the joint director would control the veterinary college, there should be close collaboration between it and the agricultural college, so that the services of the staff of one college may be available to the other when needed.

236. In our paragraphs on training we have emphasized the need for the post-recruitment training of officers, in view of the shortage of personnel now being experienced as a result of the war and have recommended that where necessary officers should be sent abroad for special studies. In view of the lack of facilities for higher veterinary training in India, the Veterinary Department seems to be pre-eminently one in which such foreign training is desirable after officers of suitable general qualifications have been recruited.

237. We feel that the present arrangement whereby land development and minor irrigation have been entrusted to the Agricultuar Department is unsatisfactory and have referred to this matter in our recommendations regarding the Public Works Department. As there explained, we consider that the design and construction of minor irrigation works should be returned to that department. Agricultural engineering which covers lift irrigation, well sinking and mechanical cultivation, and land improvement including bunding and the like, may remain under the Director of Agriculture. For the former there would be an agricultural engineer with mechanical qualifications and special training in the handling of agricultural implements including pumps and tractors. For land development, so long as the work requires it there would be a deputy director, who might have the assistance of a civil engineer to attend to the design and construction of bunds.

Deputy Directors.

238. Under the Director of Agricultural Research and Extension there are at present six deputy directors. Two of these deal with potato experiment and supply and with vegetable development, and we presume that their posts will be abolished as soon as the emergent need for them has ceased. The other four deputy directors are in charge of research, education, seed extension and manure, and rural development. In our opinion, the work under these four heads could well be supervised by three deputy directors on a territorial basis, one for each revenue division, the functional distribution of these duties being abandoned. Such an arrangement would have the additional advantage of ensuring direct supervision over the district agricultural officers who, unlike the district officers of the Revenue and Public Works Departments, belong to a lower grade of service and possess little by way of an established departmental tradition. In these circumstances, there

is a definite advantage in keeping the supervising and inspecting officers of the department in their respective territorial charges and not at headquarters. At headquarters, however, there may be one more deputy director to assist the director in administration as well as co-ordination of research.

Dairy Development.

239. When the proposed milk board comes into existence, it will be necessary to define its sphere of action in relation to the dairy section of the Agricultural Department. In paragraph 83 we have shown that the purpose of the statutory milk boards should be to procure and distribute milk in Greater Bombay and other large cities. But the responsibility for developing the production of milk should belong to the Joint Director of Animal Husbandry and Veterinary Services under whom the dairy development officer should work. The dairy development centres in the districts, however, must be an integral part of the general agricultural organisation. There should be no separate and wasteful appointments of subordinates for this or other special functions in the talukas or sub-divisions. It would be for the Director of Agriculture to ensure through his own subordinates that the entire programme of Government is properly attended to. While the district agricultural officers are in Class II, we understand that there is a proposal before Government to appoint an agricultural officer of the subordinate service in each sub-division and an agricultural assistant or kamgar in each taluka. We approve of this arrangement, provided that the district agricultural officer remains responsible for all the work carried on in the district, the subordinate agricultural service officer for all work in the sub-division and the kamgar for all work in the taluka. As already stated, there should be no multiplication of subordinate officers for separate kinds of agricultural activity.

Co-operative Farming.

240. We consider that the Agricultural rather than the Co-operative Department should carry out the co-operative farming programme of Government. This programme should not be separated from agriculture simply because the method employed is that of co-operation. It is primarily an agricultural activity, and in so far as it requires organisation and supervision it must be the responsibility of the Agricultural Department. The registration of societies, sanction to

their by-laws and audit will naturally be the functions of the Co-operative Department, but the promotion of societies and supervision of their farming methods should rest with agricultural officers who are in a better position to convince the farmer of the advantages of co-operative farming than officers of the Co-operative Department.

Promotions to Class I.

241. In our section on Education we have dealt with the method of appointing professors in Class I service where seniority and merit cannot be followed in the absence of knowledge of the particular subject in which the professor's vacancy has occurred. The same problem arises in the Agricultural Department where professorships in various subjects at the agricultural college have to be filled, and specialist posts exist like those of horticulturist, botanist, agricultural chemist, and so on. But all these posts in the Agricultural Department including those of professors are whole time appointments carrying executive as well as teaching duties. So the method of selecting incumbents which we have suggested in regard to professorships in the Educational Department will not be appropriate. Thus if a specialist post in Class I of the Bombay Agricultural Service falls vacant and the Class II officer who is next due for promotion by seniority and merit cannot be appointed to it for want of qualifications in the subject concerned, it is clear that an officer qualified to hold the post must be appointed to it, even though he be junior to the other, but the latter's seniority need not be permanently prejudiced thereby. He will of course lose the emoluments of the Class I post until such time as a vacancy in his own subject occurs. That is unavoidable, but as regards seniority we recommend that in such cases the seniority of officers promoted to Bombay Agricultural Service Class I should be determined according to their seniority in Class II irrespective of their length of service in Class I. This would, of course, apply only as between officers of sufficient merit, and the principle would not operate to the benefit of an officer who had been definitely superseded as unfit for promotion to Class I should he be promoted to Class I at a later stage. The confirmation of the junior officer promoted to Class I need not be postponed beyond the usual period of probation, but if and when the officer who was senior to him in Class II is promoted to a Class I vacancy in his own subject, he will resume his position above the other officer, although the latter was confirmed before him. It seems to us

that there is not much importance in this problem, since after Class I there are no higher posts to which officers could aspire by seniority except that of director, and the director would always be chosen on merit regardless of seniority. However, since members of the department seem to attach some value to seniority *inter se* for its own sake, the above is the solution that we recommend.

IV—Forests.

242. The first point which drew our attention in the case of the Forest Department was its organisation under the Chief Conservator into circles, each under a conservator with a territorial charge. The position of these conservators seems to us comparable to that of superintending engineers in the Public Works Department, where we have recommended the complete abolition of superintending engineers and their territorial circles, to be replaced by two deputy chief engineers with province-wide jurisdiction in regard to their own functions. After carefully considering whether a similar recommendation should be made with regard to the Forest Department, we have come to the conclusion that it is essential that conservators of forests should continue to direct and supervise the work of the divisional forest officers and be located territorially as at present. The forests of the province are a valuable asset of such a nature that if they do not receive proper care and expert attention, the results of neglect might easily escape notice if higher officers of the department were stationed at head-quarters. In this respect, forests differ from roads, for example, any large scale deterioration in which at once evokes an outcry from the public and is brought to the attention of higher authorities. For this reason we advocate the retention of conservators of forest circles, but we are of opinion that by a reallocation of work the number of conservators could be reduced from four to three. It seems to us that the Chief Conservator himself could assume charge of one circle in addition to his own duties. This might be the utilisation and research circle, or if he prefers a territorial charge, then it would have to be the central circle.

243. It has been urged that the forest accounts in the division and circle offices are sufficiently elaborate to justify the creation of a service of accountants similar to the divisional accountants in the Public Works Department. Although it is no doubt true that large commercial

transactions take place in the more important divisions and circles, the number of accountants' posts which these offices would require is not large enough to form a separate service, nor do we think that the accounts are really of such complexity as to justify it. We think it should suffice if the account clerks receive special training in consultation with the Accountant General.

244. We note with satisfaction that the department is now alive to the need for the fullest exploitation of forest products in the interests of the industrial development of the country. A complete survey of all available resources is in our opinion very desirable. No doubt this is costly, but we feel that it should be made as soon as possible and maintained up to date, so that every facility may be available to industrialists who are interested in the manufacture of various forest products.

245. We were told that the department is about to undertake afforestation schemes in some parched and denuded areas of the Province. Such schemes will be watched with interest, and if successful, cannot fail to be of great benefit to the public. As an ancillary branch of this project, the department might explore the possibility of increasing the growth of road-side trees on Public Works Department and local board roads, where for some reason tree-planting has practically ceased. Near villages the progress of afforestation will be much accelerated if the co-operation of the villagers can be secured. Help could also be taken from the taluka committees of the district local boards proposed in our Chapter on Local Self-Government. To educate villagers in forest matters, we recommend that simple lessons on forest protection and management should be given as part of the adult education programme in rural areas and also in primary schools.

246. The proper control of grazing is an urgent necessity. Research connected with grasses suitable for growing in forest areas should be carried out in consultation with the Agricultural Department, if not in fact entrusted to the latter department with its scientific resources at the Poona Agricultural College. In either case, liaison between the two departments is desirable. We have been told that there is much waste of fodder grass in certain areas, owing to the apathy of the neighbouring villagers who will not take the trouble to cut and remove it in time. Since shortage of fodder is a provincial

problem and an important factor in the cost of milk production, we feel that no waste should be allowed to occur even in those areas which are not so productive of fodder as to be of interest to grass contractors. In these areas we think that if the local villagers fail to take advantage of the fodder available to them in neighbouring forests, Government should themselves cut and store this grass and remove it to centres of consumption as and when transport can be obtained.

247. The Forest Department is one of the few departments which has properly organised institutions for the post-recruitment training of its staff and officers. The arrangements for the training of superior staff either at Dehra Dun or abroad appear to be satisfactory, but it seems that for want of accommodation at Dehra Dun the training of rangers has suffered and in fact been suspended altogether. While we recognise the high standard of tuition imparted at Dehra Dun, we think it would be better that the Province should not be entirely dependent upon the facilities available there for the training of forest rangers, since the Provincial Government have no voice in the question whether the institute can be sufficiently expanded to meet the requirements of all parts of the Indian Dominion. It seems that the attempt to train forest rangers at the Poona Agricultural College was not successful, but considering the abundant and varied forest resources of our own Province, we see no reason why an efficient training school for rangers should not be established at some suitable place within our own borders. Such a place might be Dharwar in the south or one of the towns in the forest areas of Gujarat. It could perhaps be combined with one of the existing foresters' training centres or with one of those which Government may establish as a result of Mr. Divekar's report. The provincial arrangements for the training of foresters appear to be satisfactory and, if amplified as recommended by Mr. Divekar, will, we feel, yield excellent results.

V—Public Works.

Chief Engineer.

248. At present there are two Chief Engineers, one for Roads and Buildings, and the other for Irrigation, who in addition to their departmental work also act as secretaries to Government. We have already proposed that the Secretary for the Public Works Department should not be a technical officer, but should be drawn from the Indian Civil or Administrative Service. With the separation of Secretariat work

we think that it should be possible for one Chief Engineer to attend to all construction and maintenance, whether of roads and buildings or irrigation. We believe that such a unified direction of the department is essential to greater efficiency. The need for specialisation, which has been emphasised by some of the witnesses, can be met by the appointment of two deputy chief engineers, one for roads and buildings, and the other for irrigation. These officers should have a status somewhat higher than that of the present superintending engineers. The Chief Engineer's office would be organised as a single unit, but divided into as many sections as there are specialised activities in the department.. One deputy chief engineer would be in charge of the roads and buildings section, and the other in charge of irrigation. The time in our opinion has not come for any further specialisation at the top, as for instance separating roads from bridges. The bridge building programme of this Province will not attain such large proportions in the near future as to justify the appointment of a separate deputy chief engineer for bridges. Moreover, we expect that in this, as in several other spheres demanding the highest technical skill, the services of the specialist staff of the Government of India, where it exists, will be available to the provinces. It would be wasteful for each province to maintain highly specialised staff for activities, however important, which are not so regularly or extensively undertaken as to provide full employment for the advanced specialist. Provision of such service would be a proper function of the Indian Government, as it is of the Federal Government in the United States. The Electrical and Public Health Engineers may either work directly under the Chief Engineer or be attached to either of the two deputy chief engineers if such a course is found convenient.

Superintending Engineers.

249. In view of the superior status of the executive engineers, we have come to the conclusion that the posts of superintending engineers are unnecessary and should be dispensed with, since their duties are more or less of a routine and formal character. Such supervision, sanction and direction as are needed by the executive engineers should be supplied by the appropriate deputy chief engineer.

250. After the closing of the office of the Chief Engineer, Post-War Reconstruction, Government have reorganised the superintending

engineers' charges under Public Works Department Resolution No. 8974/36, dated the 19th December 1947, into six territorial circles and a Special Investigation Circle. We have it on the evidence of experienced officers of the department that the main duties of a superintending engineer are the distribution of funds among the divisions on the basis of his knowledge of local conditions, supervision of new major works and inspection of executive engineers' offices. It has been maintained that his inspection of works under construction is instructive to the subordinate staff and that his technical guidance is found helpful by the more junior executive engineers. But from the evidence before us it is obvious that the supervision of the superintending engineers has tended to be more administrative and formal than technical. An important function which the superintending engineers perform is the distribution of grants for construction of small works and for repairs to roads among the divisions in their circles. Under our scheme this work would devolve on the deputy chief engineers. We contemplate that the Chief Engineer and his two deputies will do the necessary amount of touring and remain in continuous touch with general conditions in the Province; this will enable them to assess at their correct value the demands for funds made by the executive engineers. It should be possible to arrange for more frequent inspection and closer guidance to the less experienced officers.

251. The abolition of the superintending engineers' posts will remove a source of delay in the sanction and execution of projects by eliminating the intermediate stage of technical scrutiny of plans and estimates. Under the system we advocate, the plans and estimates prepared by the sub-divisional officers would be first examined in the offices of the executive engineers, who would then submit their proposals to the Chief Engineer's office. These proposals would be scrutinised by the deputy chief engineer concerned, who would pass the proposals or modify them on his own responsibility, consulting the Chief Engineer only in important cases.

252. We do not see any reason why the post-war reconstruction programme of the department cannot be planned and executed within its normal framework as outlined by us. We admit the necessity of appointing an officer with special qualifications for special investigations or surveys or for the preparation of projects requiring special knowledge. But we feel that even such an officer will have to draw upon the

accumulated experience of the regular staff in the formulation of plans, and to work in close co-operation with them. The necessity of taking the regular departmental staff into confidence at the stage of planning cannot be over-emphasised as these very officers will have to execute and maintain those projects. Only when special and extensive activities outside the competence of the regular staff are undertaken by the department should it be necessary to strengthen the office of the deputy chief engineer concerned by the addition of a special engineer.

Minor Irrigation.

253. Recently " minor irrigation works " have been taken away from the Public Works Department and integrated with the Agricultural Department. We consider that this action has led to waste of effort and personnel. Better results can be obtained, if the whole work of surveying, designing and executing minor works is carried out by the Public Works Department which should be suitably expanded for the purpose. Where the projected works are isolated and scattered over a wide area, it is definitely more economical in cost and effort to have them dealt with by the executive engineers in charge of divisions. If the works are urgent and the normal strength of the divisional establishment is unable to cope with them, then the first step required is to open a special new sub-division under the local executive engineer. Only when in any one district or in adjoining districts three or four new sub-divisions are thus found necessary, should a new executive engineer's charge be opened. The same kind of argument would apply to any proposals for adding to the administrative and supervising posts. The Deputy Chief Engineer for Irrigation should be able to direct a normal amount of designing and construction work in the whole Province. Should the work increase abnormally, his hands can be strengthened by the appointment of a special engineer in charge of minor irrigation, but only to the extent that actually becomes necessary owing to rush of work. In this scheme the fullest use would be made of the existing staff of executive engineers and sub-divisional officers both in the collection of local information, in designing and estimating and in the execution of works, whereas with the setting up of an entirely new parallel organisation the newly appointed men have often to seek the co-operation of the existing staff which is usually better placed than they are to perform such duties.

254. The principles governing the design and execution of all engineering works are common, and there is no essential difference between irrigation works which may be classed as minor and those that are major. Sometimes undesirable delay may occur when a promising irrigation work which appears to be capable of irrigating say 5,000 acres at a cost of ten lakhs turns out on investigation to be still more promising and capable of irrigating 15,000 acres at a cost of thirty lakhs. It is then no longer "minor", and so the whole of the work must be transferred to another set of engineers in another department before any further action can be taken on it.

Intensive Irrigation.

255. The Irrigation Inquiry Committee appointed by the Government of Bombay in 1938 submitted its report in May 1938, and Government passed orders on the Committee's recommendations under Government Resolution 2488/36-Public Works Department, dated 23rd March 1939, accepting a great part of the recommendations, but not those relating to equitable distribution of irrigation facilities on existing canals—*vide* chapter V of the report—on which the Committee had laid great stress. They had recommended measures necessary to effect concentrated intensive irrigation in place of the existing diffused irrigation which leads to great waste of water, to water-logging, to difficulties and expenses in effecting proper regulation of the water supplied and so to corruption in the lower grade staff. It appears to us that whilst the country is faced with shortage of food, and when we are planning to extend irrigation facilities by constructing new works costing anything between Rs. 300 and Rs. 1,000 per irrigated acre, it is necessary to adopt every possible means of utilising the stored water supplies already at hand to the best advantage. There seems to be no doubt that the saving in water that could be effected by better distribution over the commanded areas under a single major canal would be of the order of hundreds of cusecs or, in other words, of tens of thousand of acres of irrigated crops. For this reason we strongly recommend to Government that the measures recommended by the Irrigation Inquiry Committee of 1938 in chapter V of their report and summarised in chapter XIV, paragraph 124, may now be taken very seriously into consideration. Since exchange of holdings is involved, it will no doubt be necessary in the first place to explain to the irrigators the full implications of the policy by intensive and carefully planned propaganda through lectures

and practical demonstrations. It is possible to take immediate steps to allot water for intensive irrigation under certain distributaries of the Nira Right Bank Canal and perhaps the Nira Left Bank Canal in accordance with the new suggestions. When once a start is made, it will be easier to extend the process with increased pressure on cultivators who may be unwilling to co-operate. The force of public opinion is bound to work in favour of the scheme as soon as its beneficial results in freeing supplies for extended irrigation and in shaking off the incubus of the patkari begin to be realised. Such a policy of consolidating the area under irrigation would be consistent with the more active steps that Government are now taking to reorganise agriculture for the full utilisation of the natural resources of the Province.

Powers of Sanction.

256. Our picture of the departmental structure is now complete, and we proceed to define the powers of sanction of the higher officers. As the Chief Engineer is the chief technical adviser of Government in his department, we propose that there should be no limit to his power of technical sanction. His powers to accord administrative approval in respect of irrigation and public health works should also be augmented to the limit of Rs. one lakh, and he should have full powers to accept tenders without any limit and sanction the sale of surplus articles at their full value. If the deputy chief engineers are to render effective help to their Chief and give him relief in the transaction of routine duties, it would be necessary to invest them with the same powers as the Chief Engineer, to be exercised subject to his general control and supervision. A special engineer, though working under the deputy chief engineer concerned, should have considerable scope for independent action, and his powers of sanction should be intermediate between those of a deputy chief engineer and an Executive Engineer. In particular we recommend that the powers of technical sanction of the Special Engineer for minor irrigation should extend to Rs. ten lakhs, which is a fairly high limit for this class of works. Incidentally we feel that it would be desirable to raise the sanctioning powers of executive engineers and sub-divisional officers by about 50 per cent in view of the increased cost of labour and materials, and in order to prevent too many references coming to headquarters for sanction on the abolition of superintending engineers' posts.

VI—Police.

Need for Improved Service.

257. While we are fully appreciative of the great importance and the general efficiency of the Police Department, we cannot help being struck by the high proportion of undetected crime to offences registered as "true" (A summaries). The average percentage for the five year period 1942–46 was as high as 60 both for the City of Bombay and the rest of the Province. We are not impressed by the assurance of the Inspector General of Police who stated that the proportion of detected cases to registered offences compared very favourably with that in any other civilized State in the world. Even assuming that the comparative judgment of the police Chief is correct, considering that many cases go unreported for fear of the unpleasant consequences of prosecution and even of complaint, we feel that the dice are very much loaded in favour of the criminal. It is an accepted rule of criminology that it is not so much the severity but the certtainty of punishment that deters. Detection at present is so uncertain that it has really no deterrent effect on the potential offender, while the unpleasantness and expenses of prosecution do deter the sufferer from seeking the help of law. In our opinion the police administration requires to be improved in three directions. In the first place the police should, as suggested by us in paragraph 262, be relieved of some of their routine duties so as to enable them to concentrate on serious crime; secondly more scientific aids to detection should be adopted; and thirdly the general standard of the police orce should be progressively raised by the recruitment of persons with higher educational qualifications, provided they are suitable for police service in other respects. The proposals of the Inspector General of Police that matriculates when recruited as constables should be given three years' seniority and that candidates who have passed the First Year course or Intermediate examination should be recruited straightway as head constables merits serious consideration by Government.

Inspector General.

258. In conformity with the general principle formulated by us in paragraph 104 of chapter VI on the Secretariat that the head of a department should not be saddled with secretarial duties, we do not approve of the proposal to make the Inspector General secretary

to Government. In the case of an executive force like the police it is essential that the head of the department should be able to tour adequately so as to remain in direct touch with the force and influence them by example and criticism. At the same time we are of the view that the Inspector General should be the administrative head of the Bombay City Police also as the principal adviser to Government in police matters. The only arguments which were urged in the past to justify a separate charge of the Bombay Police are that police work in Bombay requires different technique and severer discipline than in the districts, that the Commissioner of Police should be free to take prompt action in sudden emergencies and that his magisterial powers make it inexpedient to place him under the control of the Inspector General. We believe that al police work is essentially similar and that unity of direction would make it possible to utilise the experience gained and technique evolved in one field for the detection of crime in the other. We do not expect that the discretion of the Commissioner to act decisively in emergencies would be in any way fettered by this proposal, and he would continue to be directly under the control of the Home Department in his capacity as Presidency Magistrate. The provisional order of Government placing Bombay City Police under the administrative control of the Inspector General is therefore a step in the right direction and should be confirmed.

Range Deputy Inspectors General.

259. In addition to the Deputy Inspector General in charge of the special department of criminal investigation, there are two deputy inspectors general in charge of two ranges, northern and southern. The range deputy inspectors general assist the Inspector General in the inspection of the police head quarters and offices and in supervision over the investigation of crime, in the inspection of parades and in the disposal of appeals in disciplinary matters. We have been told that it has been the practice to depute them to places where subversive movements assume serious proportions. Although in general for such departments as have Class I officers in the districts we prefer functional to regional organisation of the supervisory staff, there seems to be in the case of the police a real need for direct inspection and guidance especially on the technical side of the police work in the districts. The morale and discipline of the force can be kept at a high level only by personal contacts with the superior officers, and this

cannot be achieved merely by giving assistance to the Inspector General at head quarters. Moreover improved communications have changed the whole character and method of crime, which is now seldom confined within the limits of a single district. Criminals migrate from one district to another and carry on their operations over larger areas in order to elude the police. Combined action and close co-operation on the part of officers of different districts are therefore essential for successfully tackling such crime and can be achieved only by a deputy inspector general working in close contact with such officers. We accordingly advise the retention of these posts, as they supply an essential need. With a view to relieve the Inspector General of work in respect of disciplinary inquiries, we would suggest that final powers of sanctioning prosecutions and hearing appeals from non-gazetted staff of the department against the orders of the district Superintendents of police should be delegated to the deputy inspectors general for their respective jurisdictions.

Special Police.

260. There are special branches of police at Ahmedabad and Bombay dealing with problems like gambling and prostitution. We were asked by Government to submit an interim report on the Control Orders Branch, which was specially constituted for enforcing price control orders and which would be closed with the cessation of civil supplies work. In our opinion when a special police force is constituted for a class of offences which demand special technique or require more concentrated attention than the regular police are able to give, the ordinary police should not be relieved of their duties of detection and investigation in respect of such crime. The appointment of a special police force to deal with a special class of offences has developed in the past an undesirable tendency in the ordinary police to regard the detection of such special crime as no part of their normal duties. This leaves the entire work to the special force, which being limited in size, is more easily corrupted by vested interests. We were therefore glad to be assured by the Inspector General that the ordinary police are not absolved from dealing with vigilance cases and the like and suggest that this may be made clear to the whole force by the issue of a circular.

Prohibition Police.

261. When the prohibition policy of Government becomes fully effective, excise will cease to be a source of revenue to the Province and there will no longer remain any justification for a parallel organisation of excise police. The main duty of the excise police is to prevent evasion of excise revenue by bringing to light illicit distillation and illicit import of liquor into the Province. After total prohibition this revenue side of the problem will disappear, and drinking alcohol and illicit distillation will become two more special offences on the police calendar in the same way as gambling. We think that the prohibition policy of Government will be better promoted, if the work of detecting and investigating prohibition offences is entrusted to the Police Department, which already does this work in the city of Bombay. While agreeing with the Inspector General of Police that this would require a larger staff than the Police Department has at present, we do not think that a post of additional Inspector General for prohibition work would be necessary, provided the Inspector General is relieved of hearing disciplinary cases as suggested by us in paragraph 259. In that case an additional Deputy Inspector General for prohibition should suffice. As the police may have to evolve a different technique to apprehend offenders against prohibition, it would be desirable to organise and maintain a separate branch of prohibition police at least during the first few years. It may be necessary to constitute special prohibition districts in places where illicit distillation is prevalent and is likely to cause trouble on a large scale. Later on, when the technique of detecting prohibition offences is standardised, it should be possible to transfer the whole work to the rgular police under the range deputy inspectors general.

Municipal Police.

262. Both with a view to relieve the district police of their normal routine duties so as to leave them free to concentrate on serious crime, and to extend the sphere of action of the local authorities, it is desirable that such of the borough municipalities as are ready to organise a local police force should be encouraged to do so. Enforcement of local by-laws, regulation of traffic, keeping order in public places and prevention of public nuisances are strictly municipal functions and would be better administered by a municipal police force. We expect that the municipal police would command greater confidence and co-opera-

tion of the public, and the provincial police would find in it a local ally and a useful intermediary in its dealings with the public. The duty of serving court process within the city limits, which also takes a large part of the time of the ordinary police, may be suitably transferred to the municipal police. Night watch, which generally tends to be neglected by the regular police owing to other more pressing duties, can also be conveniently entrusted to the municipal police, wherever it is organised. But it is not our intention that the provincial police should be divested of any responsibility for patrolling localities where crime is rife or where events of a suspicious nature have been noticed or reported by the municipal police or of watching the movements of bad characters. The municipal police force would have to conform to certain minimum standards of efficiency prescribed by the Provincial Government as regards organisation, training and discipline and would be subject to the general supervision and inspection of the Provincial Police Department. Subject to the maintenance of this minimum standard of efficiency, Government should contribute a part of the expenditure incurred on the force by the borough municipalities.

Village Police.

263. The contact of the police organisation with the villages does not appear to be sufficiently close at present. Absence of the police from the villages not only causes inconvenience to the law-abiding citizen but impairs the efficiency of the force. But the cost of expanding the regular police so as to cover all rural areas would be prohibitive. Apart from this, the location of a police constable in a village where he has no interest and no affinities would probably be vexatious to the people. A possible alternative would be to develop the system of village police, which has come down from ancient times and with which the villagers are familiar. Where the hereditary system exists, the remuneration of the village police officer is made up partly by cash remuneration and partly by his hereditary watan of rent free land which, while giving him a common interest with the cultivators, provides spare time occupation for him and his family. On account of changed economic conditions which have opened prospects of better employment, it has become extremely difficult to find able-bodied persons to carry out the duties of village policemen. If village economy is to be properly organised, it would be necessary to grant them adequate

cash remuneration in addition to their watan. Where there is no hereditary system, a locally recruited village policeman may be appointed on suitable pay.

264. These village policemen should be trained and provided with a uniform. It would not be difficult for Government to decide how the duties and powers of these village policemen should be correlated with the provincial police administration.

Selection and Training.

265. The professional skill of a policeman depends not only on his educational qualifications, but also on his mental capacity and temperament. The services of a well qualified and experienced psychiatrist would therefore be found useful in making selections to appointments in the police force. In the Police Department, more than in any other, it is important that the higher posts should be manned by officers who have given proof of their aptitude in lower positions. A suggestion has accordingly been made to us that selection to higher posts should not be by direct recruitment, but by promotion of officers who joined service at a lower level. We agree and recommend that direct recruitment to posts of deputy superintendents should be stopped. Recruitment should first be made to sub-inspectors' posts, and the more promising among the sub-inspectors and inspectors should be selected later on for undergoing higher professional training for the deputy superintendent's grade and appointed as deputy superintendents if they pass the necessary test. The quality and efficiency of the police force can be enhanced only if promotion is based on rigorous selection. Promotion should therefore be made on the basis of positive selection and a test which should be administered by departmental boards. This practice is followed in making promotions to the grades of deputy inspectors, inspectors and superintendents of the Bombay City Police and should be made applicable to all grades of police officers. Police training facilities seem to be adequate, but we suggest that the Training School at Nasik should be so expanded as to afford training to all head constables and a refresher course to sub-inspectors.

VII—Medical and Public Health.

Amalgamation.

266. Acting on a recommendation of the Health Survey and Development Committee (1946) of the Government of India, the Government of Bombay have recently proposed to take the first step towards amalgamation of the Medical and Public Health Departments by abolishing the post of Director of Public Health. In future there will be a single head for the activities of both the older departments, and he will be styled Director of Health Services. He will have the assistance of a deputy director, whose primary function will be to look after the activities of the Public Health Department. In our opinion this first step requires to be followed up by progress towards a full amalgamation of all the health services, preventive as well as curative. While we recognise that a transitional period from separate to joint organisation will create some passing difficulties, we recommend that these should not be allowed to stand in the way of a very early amalgamation of all health services of Government.

Joint Organisation.

267. As we visualise it the organisation of a Department of Health Services should be as follows. The Director, who would be the head of the department, should have the assistance of two deputies. In the initial stages it may be advantageous to allot "Public Health" duties to one and "Medical" duties to the other. But as the process of combined administration of all health services develops, the work of the two deputies may be allotted on some other principle, or if a province-wide organisation develops as suggested below, it may be possible to dispense with one of the two deputy directors and retain only one, who would perform such functions of the Director as might be delegated to him.

268. At present, while the Public Health Department has a divisional staff for supervision of district activities, the medical department's activities in the districts, including the hospitals, are without any supervision, except such as the Surgeon General may himself undertake. We find that for several reasons this supervision has been very inadequate. In the interest of efficient and economical administration of all the activities of the department, it is essential that regular supervision at the

divisional level should be enforced at any rate for some time to come. Later on it may be possible to arrange for such inspection from the Director's own office. We accordingly suggest for the present that below the Director and deputy directors, three assistant directors of health services should be appointed. These should be selected from senior members of the Bombay Medical Service, and they should be responsible for all activities of the department within the districts comprising their respective divisions, except the working of divisional hospitals about which we have made detailed recommendations below. In addition to the three divisional assistant directors there will continue to be assistant directors in charge of Malariology and Epidemic Diseases. The number of these posts of functional assistant directors will of course depend upon the extent of Government's programme for combating special diseases from time to time. We do not contemplate any immediate increase in them.

The Districts.

269. In the districts we propose that as a general rule all health service activities should be under the control of the district officer of health services. In the districts where as suggested in the succeeding paragraph divisional hospitals are established, it will be necessary that the dean in charge of such a hospital and the college attached to it should be independent of the district officer of health services and be responsible to the Director. But all the other activities of the department within these districts should form part of a single organisation under the district officer.

Divisional Hospitals.

270. The provision for medical relief made in our district hospitals is not in keeping with modern standards and requirements. We therefore recommend that in each division a well equipped and competently staffed hospital should be maintained by Government. The recent establishment of medical colleges at Poona and Ahmedabad and the proposed establishment of a medical college at Dharwar will in any case need such modernisation and expansion of hospital facilities, and even otherwise we feel that provision of satisfactory medical relief in at least one place in each division is an urgent necessity. The staff of these colleges and divisional hospitals would have to be chosen for their special aptitude and qualifications rather than by seniority. Hence it would be advisable

to place them directly under the Director, and not the assistant director of health services. The administrative control of the college and hospital would remain in the hands of the dean, so as to ensure proper co-ordination of hospital and collegiate activities.

Training.

271. In the process of amalgamation of the staffs of the two separate departments of Public Health and Medicine as they exist at present, special provision for training and refresher courses will have to be made. The need for imparting public health instruction to the staff of the present Medical Department will be specially urgent. These courses will have to be moderate in duration, not exceeding one year, so as not to withdraw the officers concerned from their duty for too long a period. We suggest therefore that the present arrangements in Bombay for instruction in public health should be reorganised into an Institute of Public Health, at which both serving officers and post-graduate students may be trained. Refresher courses in medicine will also have to be arranged for officers of the present Public Health Department. The colleges in the three divisions should be used as centres for the training of subordinate personnel of the Department of Health Services.

Conditions of Service.

272. With the amalgamation of the two departments, the conditions of service for the staff should be brought on a uniform basis. This can be done without any extra cost. Smaller and less important charges should be given to officers of Class II or to junior Class I officers, the more important charges and specialist posts being entrusted to senior men and to officers of Class I. In our scheme there is a sufficient number and variety of posts to facilitate suitable appointments of officers of different classes and of varying degrees of seniority. But uniform conditions would mean either elimination of private practice or general permission for it. We recommend that private practice should be abolished, but regulations may be made to enable medical officers to visit patients at their homes in places where there are no other registered practitioners. The regulations should specify the scale of fees to be charged for such visits and the proportion to be credited to Government.

Honorary Staff.

273. In making recruitment to the medical service and in applying the efficiency bars in the scale for medical officers, Government should place increasing emphasis on post-graduate training. In future recruitment possession of a public health qualification should be insisted upon. We recognise the value of the system of honorary appointments on the staff of medical colleges and hospitals, as it brings to these institutions the services of highly qualified and experienced doctors who would not accept regular Government employment. The Public Service Commission is not consulted regarding such appointments; but they should be distinguished from posts which are sometimes called "honorary" but are really part-time, in that their holders have such limited qualifications and experience that the honorarium paid to them is in effect only a salary for part-time service. The latter posts also have their place in the staffing of colleges and hospitals, but in making appointments to them the normal rules and procedure for recruitment should be followed.

Subsidised Medical Practitioners.

274. In the course of an interim report submitted by us we have supported Government's proposal to raise the honorarium and other allowances granted to subsidised medical practitioners. This scheme is however essentially temporary in character and will have to be reviewed from time to time so as to ensure that the public revenues are not being burdened to an unnecessary extent. The need for such a periodical review will be obvious when it is remembered that the monthly honorarium paid to a subsidised practitioner is actually higher than the salary of a Subordinate Medical Service officer. Other lump sum allowances as well are given to these practitioners and though they have to find their own premises, medicines and assistants, the total cost to Government is sufficiently large to justify a periodic review. It is to be hoped that the normal expansion of medical education and medical facilities, through official as well as non-official channels, will in due course render the scheme of direct subsidies unnecessary.

Aided Hospitals.

275. One of the methods in which Government may help the expansion of medical facilities without assuming direct responsibility

is to give grants-in-aid to private hospitals. At present Government make grants to several charitable hospitals, but there does not seem to be any systematic arrangement for assisting hospitals with conditional grants under a grant-in-aid code such as is followed when awarding grants to private educational institutions. The grant-in-aid system has fully justified itself by making education available to a far larger number of students than would have been possible under a mainly state-directed system. There is reason to hope that if Government declare a similar policy with regard to hospital service, especially in rural areas, the results may be equally good.

Lady Doctors.

276. The need for the State to encourage expansion of health services, especially in rural areas, is nowhere greater than in the case of women. We sent out a *Special Questionnaire* to all registered lady doctors and registered associations of medical men to ascertain the special difficulties of lady doctors. The replies received show that if women take to practice half-heartedly and abandon it prematurely, one reason is that conditions in rural areas are unsatisfactory. We have in paragraph 353 suggested some remedies for this state of affairs, which should lessen the reluctance of women doctors to work in rural areas. Even in respect of premature discontinuance of practice we feel that conditions are improving, and the proper way to foster this improvement is to increase the facilities for medical education of women rather than restrict them.

Supply of Drugs.

277. At the Haffkine Institute, Parel, Government are undertaking the manufacture of essential drugs, sera and vaccines. This is a very desirable activity, as it is neither safe nor economical to leave the supply of such drugs entirely to the local trade. It is necessary that the manufacture of drugs should be carried on in the closest co-operation with the research staff of the Institute. But the production and distribution branch, in view of its nature and importance, should be placed under a carefully selected head, who need not necessarily have very high scientific qualifications, but must be a competent manager. We therefore recommend that the production and distribution of drugs should be organised separately from the research activities of the Medical Department. Close liaison should be maintained between

the two sections, and the general supervision of the Director of Health Services should extend to them. But the business side of the production section should be subject to the additional supervision of the Director of Industries or any other officer who may be indicated by the Trade and Industries Department of the Secretariat. This same principle of separating scientific direction from business direction may with advantage be followed in any other department where business activities are conducted side by side with research.

Responsibility of Local Bodies.

278. While our recommendations regarding the organisation of the Department of Health Services are independent of the extent to which local bodies are called upon to provide such services, we cannot but record here a recommendation, to which we have alluded in more than one context in our report, that ameliorative and social services such as these cannot be offered with the maximum economy and effect unless local initiative and responsibility are developed. Without surrendering the final responsibility of the Provincial Government, it is possible and desirable to seek the co-operation of local bodies in the conduct of departments established for the welfare of the public. While the response from all local bodies may not be equally encouraging, the benefit to be derived from local health units of all types is so obvious that the Provincial Government should bring home to local bodies their responsibility in the matter. To the extent to which the latter are ready and able to shoulder these responsibilities Government should withdraw from this field and content themselves with giving grants conditional on the maintenance of minimum standards of efficiency Our detailed recommendations on this aspect of activities suitable to local bodies are given in Chapter XII.

VIII—Labour.

279. One of the earliest matters to claim the Ministry's attention after they took office in April 1946 was the need for expanding and reorganising the Labour Department. The new Labour Minister had long experience of labour problems and had been Parliamentary Secretary for Labour in the previous Ministry. It was only natural therefore that Government, with their programme of general social improvements, should be anxious to extend this programme into the sphere of industrial relations which had been in a state of turmoil since the end of the war. Moreover

it had long been realised that some reform was needed in the machinery of Government's Labour Department, which had for several years past been responsible for serious delays. In fact although Bombay is the premier industrial province of India, the case of Bombay had sometimes gone by default through failure to furnish the Central Government in time with their views on prospective legislation and the like. Accordingly after due consideration Government sanctioned re-organisation of the Labour Department in February 1947. Under the new arrangements, which took effect from 1st March 1947, the independent post of the Commissioner of Labour, which was created in 1933 in pursuance of the recommendations of the Royal Commission on Labour, was abolished, and its statutory functions as well as control over the Factory and Steam Boilers Departments were entrusted to a Deputy Secretary in the Political and Services Department who had been specially appointed to deal with these matters. This post was subsequently upgraded to one of Joint Secretary, and the Labour Department has now been finally bifurcated from the Political and Services Department and has become a fullfledged department under an independent secretary, whom we presume Government intend to appoint *ex-officio* Commissioner of Labour in due course. The Commissioner's administrative functions were distributed between two new directorates, one for administration and the other for information. Labour welfare, which had hitherto been in charge of an officer independent of the Commissioner, was on his retirement formed into a third directorate, and thus, under the new arrangement, there were three directorates of administration, informa tion and labour welfare responsible to the Secretariat officer who was *ex-officio* Commissioner of Labour. The assistant commissioners were renamed deputy directors. They had been six in number, and at first it was thought that this number could be reduced, but when the reorganisation was finalised, it was found that eight were needed, and we understand that the department is still demanding more.

280. While we have no criticism to make regarding the quantitative expansion of this department to deal with the ever growing complexity of industrial relations, we cannot approve of the arrangement whereby a Secretary or Joint Secretary has been made *ex-officio* head of the executive department. This arrangement offends against the principle so often emphasised in our report that the Secretariat should confine itself to policy and leave administration to a separate departmental head. In our chapter on the Secretariat we have given at length the reasons

why, in our opinion, heads of departments should not be secretaries to Government, and there is no need to recapitulate them here. In our section dealing with Education we have pointed out that this principle is particularly important in the case of departments in which major decisions of policy have to be taken almost from day to day. This applies equally to the Labour Department. In the case of Labour there is also the further consideration that a large part of the Commissioner's work consists of interviews and informal discussions with representatives of labour and management and the public generally. When industrial disputes occur, their handling rests with the Commissioner up to and including the stage of conciliation, and it is only when arbitration or adjudication becomes necessary that Government as such have to intervene. Thus it is a great advantage that the commissioner should be able to speak freely to members of the public without committing Government to any particular course of action. We find it hard to believe that a secretary who is also commissioner could, when functioning in the latter capacity, so completely divest himself of his Secretariat position as to ignore whatever tentative conclusions he might have already formed regarding the advice which he would offer to the Minister if conciliation failed and the matter came before Government officially. Nor would the public, when dealing with a single officer, appreciate the nice distinction between his dual personalities. It has been suggested that, if the commissioner is not also secretary, he could not know the mind of Government in regard to matters that are pending with him. It may be definitely advantageous that he should not know the mind of Government at that stage and should have untramelled freedom of action regarding all questions so long as they remain within his competence. But in any case there would be nothing to prevent him from maintaining the closest contact with the Minister, and we know that in fact such contact does exist between heads of departments and Ministers. The Commissioner of Labour had an advantage over other heads of departments in this respect in that his personal office was in the Secretariat building. If the independent post were restored, this arrangement could also be revived, though it was only an accident which brought it into being, and it should not be interpreted as meaning that the Commissioner of Labour is in any sense a Secretariat officer.

281. Accordingly, we are constrained to advise that Government should retrace their steps in this matter and reconstitute the post of Commissioner of Labour as independent head of the executive depart-

ment. He would naturally take with him those branches which have been created in the Secretariat for the performance of these functions. The directors would then become deputy commissioners, as we feel that the term "Director" should be confined to officers who are heads of departments. The deputy directors could be styled assistant commissioners. In our opinion it is only thus that the department can be provided with an effective head able to ensure unified control and internal co-ordination of its various activities.

282. We see no reason why this arrangement should give rise to any of the delays which used to occur. If adequate staff is provided at the proper levels and due attention paid to organisation and method, there is no reason why this department should not function efficiently on the same pattern as the others. In fact we feel that the Commissioner, when free to attend to his own duties and not saddled with any Secretariat work, could deal directly with the information side of his office and need not have a separate deputy commissioner for that activity. We feel that with the assistance of one deputy commissioner he should be able to deal adequately with administration as well as the compilation of statistics and issue of the Labour Gazette, etc., which are now entrusted to the information directorate. The fact that for want of a suitable officer the director of administration was for a long time also holding charge of the information directorate lends support to this view.

283. There would be another deputy commissioner for welfare. The Labour Welfare Department has an ambitious programme of expansion, and its schemes occupy a conspicuous place in the post-war development plans of Government. We feel very doubtful whether so much expenditure on amenities for only one section of the tax-paying public is a legitimate use of Government funds. Industrial labour is of course entitled to a full share in Government's social welfare activities and should enjoy the benefit of such institutions as child welfare centres, maternity homes, adult education classes and the like, conducted by the appropriate Government departments. But when the Labour Department in its welfare section embarks on costly projects like recreation centres, cinemas, swimming pools, holiday homes etc., we feel that it is undertaking re ponsibilities which properly belong to the trade unions and employers, and the money spent on which could be utilised for the benefit of agricultural labour and poor people in the rural areas generally.

It seems that the Labour Welfare Department aims at ultimately embracing agricultural labour also, but in the nature of things this aim can hardly be achieved in any foreseeable future. Meanwhile we fear that this activity, so far from accomplishing Government's purpose of improving industrial relations by ameliorating the condition of the workers, is having exactly the opposite result. It tends to separate labour from management and leaves the trade unions with no functions but to fight for the rights of labour, real or imaginary, and it means that Government themselves occupy a field which could have been used for bringing labour and management together in a common effort for a higher standard of living. The provision of minimum amenities is the duty of employers, and this could be secured if Government in due course take power to issue welfare orders as recommended by the Royal Commission, somewhat on the lines of the rules under the Factories Act. Amenities above this minimum would be willingly provided by the more enlightened employers, and the trades unions themselves should be encouraged to take a hand in the process of self-betterment. Of course no sudden action is possible, but we feel that Government should gradually withdraw from this field, and by a process of negotiation with both parties transfer the responsibility for labour welfare to the hands of labour and management. The Labour Welfare Department could then be much reduced in size, and the duties of the deputy commissioner in charge would be confined to seeing that any welfare orders issued by Government were complied with and to fostering the provision of further amenities by co-operation on both sides.

284. The functions of the Industrial Court and the Labour Courts are judicial in the fullest sense, and yet we find that appointments and other directions relating to them are dealt with by the Labour Department. We feel that to preserve the independence of these courts in appearance as well as in fact, it would be desirable to place them under the Secretariat department in charge of Justice. At present this is the Home Department, but in our Secretariat chapter we recommend that Justice should be transferred to the Legal Department. Recently there has been considerable criticism from labour quarters against the Labour Courts and even the Industrial Court. Allegations have been made that they are merely limbs of the labour administration. While of course we attach no credence to these allegations and realise that the particular official channel through which Government 's orders issue is immaterial, we think that Government would be well advised to remove the suspicion

that these courts are in any sense subordinate to the executive, by placing them in the same position as all other courts in this respect. It is true that the Labour Department is never a party to any of the proceedings in these courts, but in arbitration cases the department must have dealt with the dispute at an earlier stage, and have got possession of the facts and perhaps expressed its own reaction to them through its officers. If the Labour Courts and Industrial Court are placed under the Secretariat department in charge of Justice, the latter might consult the Labour Department unofficially regarding persons to be appointed as judges, but beyond that we feel that the Labour Department should have no concern with them.

285. The same considerations apply to the Commissioner for Workmen's Compensation who performs judicial functions under the Workmen's Compensation Act and the Payment of Wages Act. He too should be removed from the Labour organisation and placed under the department which deals with Justice.

286. We were surprised to learn that in the recent reorganisation the Director of Labour Welfare was appointed Labour Officer for Bombay City, and the district labour officers were placed under him. At first sight this appears a peculiar arrangement, and we were not able to ascertain the reasons for it from any of our witnesses or from the papers made available to us. The Director, Labour Welfare, was to be given a deputy director to relieve him of the Labour Officer's work in Bombay City, and the district labour officers were also ranked as deputy directors. The natural arrangement would be for all these officers to be under the Director of Labour Administration. Perhaps the reason for placing them under the Director, Labour Welfare, was that the other director would be over-worked, or it may have been related in some way to the original duties of the Labour Officer under the Bombay Trade Disputes Conciliation Act of 1934, which were to watch the interests of workmen and represent their grievances to employers. These duties have undergone considerable change since then, and we recommend that Government should review the position and place these labour officers under the directorate or branch appropriate to their work, which seems to us to be that of administration rather than welfare.

287. As regards the Factory Department, we have little to say beyond recommending that more attention should be paid to the inspection of seasonal factories. It is well known that in these factories there is

flagrant violation of the regulations governing the fencing of machinery, safety in general, employment of children, hours of work and so on. The difficulty of course is that the working period of all these factories is the same, just after the harvesting season, and no doubt it is for that reason that the department is unable to arrange for adequate inspection. This would perhaps involve the employment of temporary staff, which may well be impracticable. We would however recommend that Government examine the position and, if necessary, divert a sufficient number of inspectors from other duties during the working period of seasonal factories, so that the latter may receive proper attention. If it became necessary to increase the permanent inspectorate staff on this account, we feel that it would be justified.

IX—Industries.

288. This department was organised after the first World War as a result of representations urging Government to devise measures whereby Indian industries could take advantage of the openings created by the war. During the last thirteen years there has been considerable expansion of the activities of the department, with consequent accession to the strength of its staff. But Fisheries which formed a section of this department were in 1945 formed into a separate department and Village Industries have recently been transferred to the Co-operative Department. The Industries Department is now left chiefly with the task of promoting small scale and medium-sized industries in urban areas. We are of the opinion that for this purpose the present district-wise organisation of the department is on the whole well suited. It will be necessary to see that its staff is under present conditions confined to those places where it has sufficient scope apart from the field covered by the village industries organisation.

289. Among the functions performed by the department is that of giving direct financial aid to industries in the shape of loans. We consider that, while the Director should express an opinion on the financial prospects of a business or industry for the promotion of which a loan is applied for, arrangements for granting the loan and securing its repayment should—as we have recommended in the section of this report dealing with Co-operation—be left to institutions like co-operative banks and societies which are better fitted to administer such loans. An exception may be made in individual cases in which small

loans may be advanced directly by the department to applicants of limited resources wishing to set up a new business, when security is lacking and the prospects are uncertain, while to deal with cases which are too large to be handled by co-operative institutions there will in due course be the provincial and all-India industrial finance corporations.

290. The Industries Department is at present entrusted with the enforcement of the Weights and Measures Act. As we have proposed in paragraph 226, this function should be transferred to the marketing section of the Co-operative Department.

291. The department does considerable research work in technical problems relating to industries. It is needless to point out that such work, if it is to be of any profit, should be in competent hands. For this purpose it may be necessary to convert some of the permanent posts into contract posts so that efficient specialists may be obtained according to the requirements of a particular problem or industry. Whether a post is on a permanent or contract basis, the terms offered should be such as to attract the services of a really capable expert. In the course of the evidence tendered before us we have, for instance, been informed that the pay attached to the post of industrial engineer is entirely inadequate and that in consequence it has not been possible to fill the post for some time. Considering the importance of the post, we recommend that the service conditions attaching to it should be improved so as to attract an able, versatile and experienced officer.

292. The department collects statistics under the Industrial Statistics Act and such other information as has a bearing on the progress of existing, and the prospects of new, industries. We consider that the scope of this information should be widened as much as possible and that every facility should be offered to make the results known to interested parties. If necessary, information should be specially obtained for the benefit of any prospective producer who may stand in need of it. In particular, information regarding the availability of raw materials in the Province should be carefully compiled, and to this end much closer co-operation than exists at present should be established with departments like those of Agriculture and Forests.

293. The work which the department does in connection with the central purchase of stores for all provincial departments should remain

with it, as it is actively in touch with industries and has knowledge of the products manufactured in the country which it is the object of Government to encourage. It also has competent staff to carry out the necessary inspection. Some witnesses have suggested that local purchases should be permitted on a much larger scale than is done at present. While we agree that there may be special cases where such purchases may have to be permitted, as a general principle we do not favour them as we feel that central purchase is more economical and efficient.

294. We find that it is the intention of the department to set up a test house for enforcing proper standardisation of goods produced in the province. This is no doubt a very desirable and important activity calculated to ensure the ordered and stable progress of local industries. But as there is an all-India scheme for a similar purpose, it will be necessary to see that the provincial scheme fits in with the work of the Indian Standards Institute when it is fully organised.

295. The Director of Industries has shown us a copy of the reports of the various sub-committees of the Provincial Industrial Advisory Committee which was appointed in 1945. The policy to be adopted in consequence of the recommendations of the committee is a matter for Government to determine. We notice from the resolution on industrial policy recently adopted by the Indian Parliament that for at least ten years the Provincial Governments are not expected to undertake direct industrial responsibility on any large scale. In any case in its present form the Industries Department is not suited for undertaking the highly responsible functions involved in State direction of major industries which will have to be performed through special agencies like public corporations. The department can cater only for small-sized industries including village industries which, as we have recommended elsewhere, should eventually be transferred to it as part and parcel of its permanent responsibilities.

X—Fisheries.

296. The Fisheries section of the Industries Department was constituted into a separate department in 1945 as a result of the recommendation of Dr. Baini Prasad, Fisheries Development Adviser to the Government of India. The new department has undertaken many schemes such as deep sea fishing by trawlers, which can only be organised

on a large scale and require modern technical equipment right from the catch to the market. While these schemes are vital in developing the food supply of the people, they are not within the capacity of individual fishermen or their small co-operative societies. The department should do everything possible for the uplift and welfare of the fishermen community and should give due attention to procuring proper equipment for them and giving them technical assistance when required.

297. It appears that the department has not yet made up its mind on the question whether refrigeration plant and insulated transport should be managed on a co-operative basis or left to private enterprise. No commercial concern would be ready to undertake this activity without subsidy from Government. If therefore Government decide to encourage this industry by way of subsidy, then it would be desirable to entrust it to a co-operative society of fishermen. But if this is not found possible, then it would be better for Government to maintain these refrigeration plants departmentally on a self-supporting basis.

298. We find that there is no adequate provision for research in the department, which has all this time been mainly concerned with the expansion of its commercial activities. This deficiency will be remedied to a large extent with the construction of the aquarium in Bombay, which will provide up-to-date facilities for scientific work. It would be desirable to conduct this research in collaboration with the scientific talent available outside the department, as for instance in the Royal Institute of Science, as the number of persons really qualified to direct this kind of research is limited. If the Government of India start a research scheme of their own, then the Government of Bombay would no doubt co-operate with it.

299. While dealing with the finance of rural industries, we have stated our view that a department is not a suitable agency for granting loans. A banking institution, whether co-operative or otherwise, is in a better position to assess the needs and creditworthiness of the borrower. We are informed that during the last three years the Fisheries Department has given loans amounting to Rs. 3 lakhs to fishermen against the mortgage of their boats and nets. Though we are assured by the Director of Fisheries that recoveries are being made regularly without any difficulty, we feel that such loans should preferably be made through the medium of co-operative societies or banking institutions.

XI—Excise.

300. When the prohibition policy of Government takes full effect in April 1950, excise will cease to be a source of revenue to the province, and excise activities, as distinguished from p ohibition, will be confined to the control of bonded goods, the distribution of denatured spirit to private house-holders and of industrial spirit to manufacturing concerns and supervision over Government and private distilleries. These functions are neither so numerous nor so important as to justify the retention of the Excise Department in anything like its present form. They could be conveniently attended to by a small staff attached to the Revenue Department. It may no doubt be urged that a large number of the excise staff should be retained to assist in prohibition work. But we do not think that the Excise Department, with its past history and tradition, is a suitable agency for carrying out the prohibition programme. An organisation well suited to implementing the prohibition policy has therefore to be built up independently of the present structure of the Excise Department and irrespective of the question whether it would be able to absorb a large number of the excise staff. We propose that the Excise Department should be wound up as soon as total prohibition is enforced. Any tendency therefore to allot prohibition duty to an excise officer, whose work and responsibility will decrease with the gradual introduction of prohibition, should be discouraged. We recommend that such decrease in excise work should be accompanied by a corresponding reduction in the staff.

Excise Commissioner.

301. With prohibition even partially enforced, the duties of the Excise Commissioner *qua* Excise Commissioner have in our opinion already become less onerous and responsible than hitherto and do not require the attention of an officer of commissioner's rank. The Thomas Committee in fact stated* that they would probably have recommended the substitution of a senior collector for the commissioner, had they not proposed the transfer of excise work to a member of the Board of Revenue the formation of which they had suggested. We accordingly recommend that the post of Excise Commissioner should be abolished forthwith, and that a post of Director of Excise in the senior time-scale of the Indian Civil or Administrative Service with suitable special pay should be created in its place and continued until prohibition becomes absolute. The Excise

* Report of the Bombay Reorganisation Committee, 1932, para. 285.

Commissioner is also *ex-officio* Sales Tax Commissioner, but his duties are largely formal and supervisory. We would suggest that the Deputy Commissioner, Sales Tax, should be then renamed Director of Sales Tax. In our chapter on Divisional Commissioners we have proposed that Sales Tax should be transferred to the Board of Revenue. Supervision over the office of the Director of Sales Tax would then be exercised by a member of the Board of Revenue. For the performance of the Excise Commissioner's statutory duties there should be no difficulty in notifying the Director of Excise and the Director of Sales Tax as Commissioner of Excise and Commissioner of Sales Tax under the Bombay Abkari Act and the Bombay Sales Tax Act respectively.

Prohibition Programme.

302. The prohibition programme of Government consists of the following activities :—

(1) Enforcement of prohibition, including prevention, detection and prosecution for offences against prohibition ;

(2) Propaganda, including education of public opinion so as to make the public prohibition-minded ; and

(3) Ameliorative activities which include the provision of substitute amenities through recreation centres and the formation of thrift societies, etc.

303. In the section on Police we have stated that there should not be a parallel organisation of police for the enforcement of prohibition and suggested its transfer to the provincial police. When prohibition was first introduced in 1938, it was enforced in the city of Bombay by the Bombay City Police, and in the city of Ahmedabad by the Excise Department. At present, with the exception of the city of Bombay where prohibition is being enforced by the Bombay police, enforcement in the rest of the province is the responsibility of the excise staff. The Commissioner of Excise stated before us that even with the additional staff sanctioned for the above purpose, his constabulary numbered 3,500 which was totally inadequate. This question was recently examined by a sub-committee appointed by the Provincial Prohibition Board, consisting of the Commissioner of Excise, the Inspector General of Police and two non-officials. We endorse its view that enforcement should be transferred to the regular police and recommend that such of the excise staff as is suitable or specially trained for this work may be absorbed in the Police Department.

304. The social welfare side of the prohibition programme could in our opinion be best carried out through a non-official organisation with an adequate official element in it. A Provincial Prohibition Board consisting of thirty non-official members, with the Minister of Excise as its president, has already been set up to advise Government on the measures to be adopted for furthering prohibition, to create favourable public opinion in its favour and to control propaganda and ameliorative activities. Each district is represented on this board through a local member of the Legislature or a social worker interested in prohibition, and the Commissioner of Excise and the Secretary to Government, Revenue Department, are *ex-officio* members. This board functions through executive committees, whose work is correlated by the Co-ordinating Executive Committee. If at all Government think it necessary to appoint a whole-time senior Government officer to deal with the prohibition programme, he could be made chairman of the Co-ordinating Committee and may be given direct access to the Minister, so that he may understand Government's policy correctly and execute it without delay. There is a chain of district committees in the mofussil to advise the Provincial Board on matters of prohibition and to carry out its orders. Prohibition officers, who are full-time Government servants, work as secretaries of these committees. We feel that this province-wide organisation can be trusted to implement the social side of the prohibition programme.

305. We hope that while organising propaganda, recreation centres and thrift societies, etc., the board will work in co-operation with such other agencies as the Adult Education Board, Labour Welfare Officers and the Co-operative Department. Much valuable propaganda can be carried out by linking it with the adult education programme of the Adult Education Board. Wherever welfare centres conducted either by the Labour Department or private employers exist, substitutes for liquor such as nira may be made available, so that it may not be necessary to open new centres at these places. The help of district co-operative officers may be taken to form thrift societies.

Secretariat Department for Prohibition.

306. We submitted an interim report on the question of appointing the Excise Commissioner *ex-officio* Secretary to Government. It seems to have been felt by Government that if the Excise Commissioner were secretary for his department, he would have direct access to the

Minister, and being thus apprised of Government policy at first hand, could speed up its execution. In the chapter on Secretariat Organisation we have indicated the difference between the work of a secretary and that of the head of a department and proposed that no departmental head should be given secretariat duties. Moreover excise work in the Secretariat is dealt with in the Revenue Department by only one branch, which is too small a unit to justify the setting up of a separate department. The social welfare activities of the Prohibition Board will not at any time entail, either by themselves or when combined with excise in the interim period, sufficient work for a separate department in the Secretariat. We accordingly do not recommend its creation.

XII—Backward Classes.

307. Some important changes have taken place recently in this department. The administration of the Bombay Children Act, 1924, and the Bombay Beggars Act, 1945, has been transferred to the Chief Inspector of Certified Schools under the control of the Home Department. The Backward Class Officer is therefore now only in charge of the Backward Class Department and the Criminal Tribes Settlements. With regard to the latter, Government have already decided to repeal the Criminal Tribes Act. The Bombay Habitual Offenders' Restraint Act, which was passed in a recent session of the Assembly, contains a provision that within two years from the date of its enactment the Criminal Tribes Act will cease to be in force. The object of Government in repealing this Act is to remove the stigma of criminality which a taches to certain tribes and castes and, by improving their conditions, to reabsorb them into society. Government have already issued executive orders relaxing the application of the Criminal Tribes Act, and the process of winding up the settlements has already started.

308. The Habitual Offenders' Restraint Act provides for the restraint of those who are proved to be confirmed criminals by having five or more convictions in a court of law for offences against person and property. It is proposed to hand over the administration of this Act and three settlements to be opened thereunder to the Juvenile and Beggars Department. There are at present three large and nine small settlements and four colonies. Even supposing that the three large settlements may have to be continued for restraining the activities of the habitual offenders, there is an obvious case for retrenchment of the staff employed in the nine small settlements and the four colonies.

309. The activities of the Backward Class Department would then consist solely of welfare work among the three sections of backward classes, the scheduled castes, the aboriginals and hill tribes and certain castes which were not included within the first two categories, to which would now be added the criminal tribes. In this work the Backward Class Officer is assisted by five assistant backward class officers, whose duty it is to go round the villages, to ascertain the needs of the backward classes and to see that the necessary relief is administered through the other departments of Government. It is now proposed to set up a district organisation by the appointment of district backward class welfare officers. In the post-war reconstruction scheme Government have already sanctioned the creation of twelve posts of such officers, and the Backward Class Officer's idea was ultimately to have one office for every district.

310. We do not see any justifiction for setting up a district organisation for a department, whose main function we conceive to be welfare and ameliorative work through other departments, and not the direct administration of relief. The Backward Class Department was the outcome of the recommendations of the Starte Committee appointed in 1930 to inquire into the conditions of the scheduled castes, aboriginals and such other backward classes. It was clearly stated in the Government Resolution constituting this department that it was not the intention of Government to set up a parallel administration for catering to the needs of the backward classes or granting them any particular form of relief. The needs of the backward classes were to be met by the departments already functioning under Government or which would be set up thereafter to look to the needs of the whole public. The department was created to keep in contact with the backward classes and impress upon the other departments the necessity of making suitable provision, in their day-to-day working and particularly in their nation-building activities, for the benefit and welfare of the backward classes. Thus from the very inception of the department the Backward Class Officer was intended to be a sort of liaison and welfare officer, whose function was only to bring the needs and grievances of the backward classes to the notice of the proper departments or officers.

311. We are glad to be assured that this essential role of the department is not changed. But we are at the same time told that it would be difficult to maintain contact with the backward classes except through a well organised district machinery. We may point out in this regard

that excepting scheduled castes who are spread over the province, the other classes are localised in particular areas, and the assistant backward class officers should not find it difficult to establish adequate contacts with them, though we should have no objection if district officers were appointed in these areas. The scheduled castes, who have now become keenly aware of their importance in the national life, can be expected increasingly to look after themselves and present their needs and grievances to the Backward Class Officer or his assistants through the branches of their organisations such as the Harijan Sewak Sangh and the Scheduled Castes Federation. Moreover a semi-official organisation already exists in all districts for bringing to the notice of the Backward Class Officer the needs of the backward communities. A semi-official committee has been formed in every district with the collector as its chairman. On this committee are nominated three of the local members of the Legislature and all the members of the Legislature of the backward classes, and one backward class worker from each taluka of the district recommended by the collector. In addition there is provision for the appointment of two social workers who, though not belonging to the backward classes, are interested in their uplift and welfare. The Assistant Backward Class Officer concerned is an ex-officio member. There are also registered associations which devote their time to the amelioration of various sections of the backward classes such as the Harijan Sewak Sangh and the Adivasi Mandal. We have been told that these bodies have been useful channels of information to the Backward Class Department, and have been helpful in propaganda. In addition to this, the Backward Class Officer, while on tour, summons the leaders of backward classes and other persons who are interested in social reform and welfare work in order to obtain first-hand information from them regarding the conditions and needs of the backward class community. If this practice is followed by his assistants, the department should find no difficulty at all in maintaining contact with the backward classes. We are, therefore, not in favour of setting up a district organisation for the department.

312. The Backward Class Department gives scholarships and lump sum grants for books and stationery and examination fees to deserving backward class students. The Director of Public Instruction also grants scholarships to the students of this community. In regard to the grant of scholarships, there is therefore a division of responsibility between the Backward Class Officer and the Director of Public Instruction. In view of our opinion that administration of relief is not the proper function

of the Backward Class Department, and in order to avoid duplication, we recommend that the responsibility for giving scholarships and lump sum grants should rest with the Director of Public Instruction, who should, however, select the beneficiaries in consultation with the Backward Class Officer.

XIII—Prisons.

313. We had an oportunity of seeing a copy of the report of the Jail Reforms Committee appointed by the Government of Bombay in 1946. As this Committee has made detailed recommendations on the various questions connected with jail reforms, we deal only with a few outstanding points such as the staffing of the department, pay scales and convict labour.

314. In the past recruitment to the posts of superintendents was mainly confined to the Indian Medical Service, only one post being held by a non-medical officer. The Indian Medical Service has now been abolished, and the employment of medical officers to be in charge of jails has ceased. There is now only one superintendent who is a medical officer, but he has also been relieved of his medical duties by the appointment of a separate medical officer. Thus it has already become necessary to reorganise the jail service. The Bombay Reorganisation Committee of 1933 favoured the idea of constituting a separate medical service for the staffing of the jails. The present century has witnessed a radical change in outlook towards prison systems in all advanced countries. Modern thought on penology regards all crime as due either to mental aberration or to maladjustment with environment and emphasizes the reformatory aspect of prisons. The chief object of prison life is now to educate the prisoner and make him fit for re-entry into society. Contemporary opinion is therefore in favour of putting men with sociological training in charge of jails. We therefore endorse the recommendation of the Jail Reforms Committee that the jail service should be recruited from persons who have received training in sociology.

315. There are at present three groups of jailors. Recruitment to group III is made by a board consisting of the Inspector General and two superintendents nominated by Government. Out of three vacancies in group II two are filled by promotion from group III, and one vacancy is filled by recruitment through the Public Service Commission. Group I and superintendents' posts are filled partly by promotion and partly by direct recruitment. For group III persons

with sufficient academic knowledge, say a pass degree, should be selected and given training in a sociological course, either departmentally or through an institution like the Tata Institute of Social Sciences. For direct recruitment to group II an honours degree should be required. But recruitment to posts of group I jailors and superintendents should be made from among persons who have received a diploma or degree in social sciences after a good honours degree.

316. The Inspector General of Prisons recommends that the scales of pay of the jail staff should be at least equal to those of the police officers of corresponding status, while the Jail Committee of 1920, we understand, recommended even higher pay scales than in the Police Department on the ground that the jail staff had to perform more arduous duties and work in an uncongenial atmosphere. We propose that the group I jailors should be constituted into a class II service on the standard scale and that all the superintendents should be placed on the revised class I scale, a special pay being attached to the posts of superintendents of central jails.

317. In view of the fact that there will be a separate non-medical jail service, it will be necessary to appoint a medical offficer of suitable status drawn from the medical service in each jail. We have carefully considered the question whether a separate medical service should be formed for the jails, but do not recommend it, as these posts would be too few to constitute a cadre of medical officers. But even if such a cadre was possible, their experience of disease and treatment would be limited by the four walls of a prison and they would easily lose contact with modern developments in medical science. The medical officer attached to a central prison should therefore be drawn from the Bombay Medical Service class II. For the smaller jails, an officer from the subordinate medical service should suffice. In order to make jail service attractive, it would be desirable to grant a special allowance to these officers. The civil surgeons may be required to attend to cases of serious illness as part of their ordinary duties. The services of a psychiatrist should be made available to a jail, whenever possible, in an honorary capacity.

318. We are in general agreement with the recommendations of the Jail Reforms Committee, 1946, in regard to convict labour. When the main objects of punishment were deterrance and retribution, hard labour which involved "dull, wearisome and disgustful exertion" was prescribed for convicts to make prison life as unpleasant and tiresome as possible.

With the present emphasis on the reformative aspect of prison life, it is urged that the prisoner should be given some useful employment and taught a craft or trade which will enable him to earn a decent living after his release and to be absorbed into society. The Jail Reforms Committee accordingly recommended that convicts should be given the kind of employment to which they were accustomed before their imprisonment so that they could take to their previous calling after release. It is accordingly proposed to train prisoners belonging to the peasant class in improved methods of agriculture at the model farm which is to be formed at Visapur and in the extra-mural gardens attached to jails, according as their imprisonment was for a long or short period. The urban prisoners are to receive training in factory and mill work so as to enable them to find employment on their release in factories and mills, and for this purpose it is proposed to set up power units in jails. While we generally approve of these schemes, we hold the view that jail industry should not compete with trade and should not be made so profitable as to expose Government to the charge of exploiting jail labour. The number of power units to be created in jails should therefore be limited to Government's own needs, and care should be taken to see that a due return is obtained on the capital expended. We were informed by the Inspector General of Prisons that private contractors were occasionally allowed the use of jail labour. While we have no objection to the utilisation of jail labour by Government departments like the Public Works or by contractors within the premises of the jail, we strongly disapprove of the practice of giving jail labour on hire to contractors outside the jail, as such public display of the prisoners' humiliation must be damaging to their self-respect.

XIV—Judicial.

319. Under section 242 (4) of the Government of India Act, 1935, and by virtue of the powers vested in him by the Letters Patent, the Chief Justice makes appointments of the staff attached to the High Court. Although he is the appointing authority, service in the High Court is none the less service of the State, and the reasons which justify selection by the Public Service Commission in the rest of the services apply with equal validity to appointments in the High Court. Just as the Governor makes appointments in consultation with the Public Service Commission, we think that the Chief Justice also should, when making appointments within the High Court, avail himself of its advice.

We accordingly recommend that the gazetted staff in the High Court should be appointed on the advice of the Commission. Section 242(4)(a) gives the Governor discretion to bring any appointment in the High Court within the scope of the Commission. We further propose that when a competitive examination is held for the recruitment of clerks in all Government offices in Bombay, as suggested by us in the chapter on the Services, the clerical staff in the High Court should also be recruited through this channel.

320. The question of selecting civil judges for promotion to assistant judges' posts has been specifically referred to us for advice. Under section 254 of the Government of India Act, 1935, appointments of district judges including assistant judges are to be made by Government in consultation with the High Court. Under rule 33 of Appendix C of the Bombay Civil Services Classification and Recruitment Rules, a select list of subordinate judges who are considered fit for appointment as assistant judges is to be prepared annually by Government in consultation with the Chief Justice and judges of the High Court. We are informed that when the High Court sends its recommendations for the approval of Government, the grounds for the supersession of those who are passed over are not made known to Government. This procedure virtually amounts to leaving the selection entirely to the High Court. We are told that the High Court is unwilling to make the confidential reports on judicial officers available to Government. But if Government are the appointing authority, it stands to reason that they should have sufficient information to enable them to see whether the selection has been properly made. We think, therefore, that full reasons for superseding senior civil judges, when this occurs, must be furnished by the High Court. In the alternative it is suggested that a member of the Public Service Commission should be associated with the judges of the High Court in preparing the select list.

321. The establishment of itinerant district courts has been advocated by some with the view of bringing justice to the door of the citizen. With the separation of the judiciary from the executive, practically every taluka will have a civil and criminal court. But with a view to bringing the sessions court nearer to the public, we suggest that wherever the sessions court has an additional or assistant judge, he should hold his court from time to time at the headquarters of each sub-division.

322. With the separation of the judiciary, all judicial functions relating to criminal cases and appeals will be transferred to "judicial magistrates" under the control of the sessions judge. We have considered whether civil and criminal duties should be performed by the same or by different judges. The appointment of a "judge-magistrate" in every taluka to attend to both civil and criminal work would not entail extra cost to Government, as there are already 146 posts of civil judges and 64 posts of resident magistrates as against 169 talukas and 24 petas. The only objections that we can foresee to this arrangement are that the resident magistrates, who have been drawn from the mamlatdars' cadre and have no knowledge of civil law, would have to be reabsorbed in the revenue line, and that there might be some difficulty in obtaining court buildings in some talukas. But these difficulties can be overcome in time, and we suggest that the ultimate objective should be to provide a court in every taluka for both civil and criminal work. Such "judge-magistrates" would be eligible for promotion to assistant and district judges' posts, whereas if there is a separate service of judicial magistrates, who would lack experience of civil law and procedure, the latter could not aspire to higher rank.

323. The Thomas Committee recommended the reduction of the vacations enjoyed by the civil courts to six weeks in the case of the High Court and to one month in other cases.* It thought that such a reduction would result in a substantial addition to the working time of the judges and would help to remove congestion and delays. No action seems to have been taken on the above recommendation. Under the Letters Patent a chartered High Court has the power to fix the vacations and holidays for itself and for the district and subordinate courts. We doubt whether in view of the changed conditions and in view of the fact that Government have already curtailed the holidays enjoyed by their officers there is any justification for the continuance of the privilege of court vacations. We do not see any reason why the courts should enjoy a vacation when it is not allowed to other departments of Government and when the rules governing the grant of leave are sufficiently liberal. We feel that it is essential to the public good that courts should be in continuous session.

* Report of the Bombay Reorganisation Committee, 1933, para. 201.

XV—Statistics.

324. As stated earlier, the agency for the collection of primary data relating to revenue, agricultural and vital statistics is the village officer of the Revenue Department. Various village forms filled in by the talathis or kulkarnis form the basis of most of the statistical information required in the Departments of Revenue, Agriculture and Public Health. Whether on account of other pressing duties or owing to failure to realise its importance, the information collected by these village officers is often inaccurate and perfunctory. In paragraph 184 we have stressed the need for training them in the careful collection and compilation of statistics. It would also be desirable to impress upon higher officers like mamlatdars the importance of these returns. For some time to come the Departments of Agriculture and Public Health will have to depend on these village agencies for their basic data. But since both these departments will soon have their officers in the districts and talukas, they should be in a position to collect and compile statistics which they require through their own officers in a more efficient way. In any case the data collected by them would serve as an independent check on the information supplied by the village officers of the Revenue Department.

325. Besides the Economics and Statistics Bureau attached to the Finance Department, there are statistical sections in the Departments of Agriculture, Industries and Labour. The last War, which brought in its wake many problems connected with food and prices, led to an increasing realisation of the importance of accurate statistics. A statistical section was added to the Civil Supplies Department, and the branches of statistics in the Agricultural, Industries and Labour Departments were strengthened. The Agricultural Department alone possesses a qualified statistician, who conducts crop cutting experiments by the random sampling method. Valuable statistical information regarding capital, production, employment, etc., in the factories is collected in the Industries Department. The statistical branch in the Labour Department collects data regarding wages, trade unions and trade disputes and compiles the cost of living index. While these departments would not require the services of a highly paid statistician, we feel that the statistical work done by them would be greatly improved by the appointment of statistical assistants. This object could also be achieved by deputing some of the officers from the departments for a course in statistics in the Imperial Council of Agricultural Research or

at the Statistical Institute at Calcutta. We recommend that a small statistical section may also be attached to the Public Health Department for the compilation of vital statistics.

326. It is essential for Government to organise a Provincial Bureau of Statistics to co-ordinate and guide the statistical work done in these departments and to provide a liaison between the Central and the Provincial Governments. Government have already created an Economics and Statistics Bureau for this purpose, but before it can undertake any considerably important socio-economic inquiry, it will have to be strengthened by the appointment of an experienced and highly qualified statistician. The Bureau should then be organised into two sections. One section would deal with the compilation of official statistics and publication of the statistical abstracts. The other would consist of a technical staff qualified to design experiments for any socio-economic survey or inquiry by the random sampling method and to carry out a statistical analysis of the data collected through a trained field staff. In paragraph 75 we have indicated the desirability of conducting surveys of the sources of income and patterns of expenditure of the public and their taxable capacity. These could be carried out by the Bureau only if it is reorganised as suggested by us.

XVI—Sales Tax.

327. At present the Commissioner of Excise, who has also been appointed Commissioner of Sales Tax, controls the department with the assistance of the Deputy Commissioner of Sales Tax, who is an officer of the Indian Civil Service on the senior scale of pay, drawing in addition a special pay of Rs. 200. In the section of this report relating to Excise we have recommended that the Sales Tax Department should in future form a separate entity and be placed in charge of the Deputy Commissioner of Sales Tax, who should then be designated Director of Sales Tax and work under the control of the proposed Board of Revenue. Immediately below the Deputy Commissioner of Sales Tax there are at present three assistant commissioners, one for Bombay and the Bombay Suburban District, another for Gujarat and the districts of Thana and Khandesh and the third for the remaining districts. The assistant commissioners supervise the work and hear appeals from the decisions of the sales tax officers who are at the head of the district sales tax organisation. The sales tax officers are given the status and pay of deputy collectors. Each sales tax officer has under him a staff of

inspectors who are Class III Government servants on the pay scale of Rs. 80—4—120—5—170.

328. This being a revenue collecting department of increasing importance, we have given careful thought to its organisation. We consider that in the interests of Government revenues the district portion of the department requires to be strengthened. For this purpose we have a two-fold suggestion to make. In the first place we are strongly of opinion that, having regard to the nature of the operations of the sales tax staff in a district, it is necessary to place it in some way under the general supervision of the district collector. To secure this the collectors may be appointed *ex-officio* assistant commissioners (deputy directors) of sales tax for their districts. The departmental assistant commissioners (deputy directors) will do their appellate and other work as at present, but when they go out on their inspections, they should consult the collectors in matters relating to the district sales tax staff. Next we have been informed that the number of registered dealers is going up, and that in order to ensure regular and prompt assessment a considerable increase in the staff of the districts will be necessary. We suggest that in effecting this increase a new cadre of assistant sales tax officers should be created on the pay scales allowed to second grade mamlatdars. The assistant sales tax officers will be able to take over some of the touring duties of the sales tax officers and also attend to urgent work at headquarters when the latter happen to be out on inspection. These assistant sales tax officers should be eligible for promotion to the cadre of sales tax officers in which we consider it desirable to provide a promoted element as in the case of deputy collectors. The cadre of assistant sales tax officers may itself be built up partly by direct recruitment and partly by promotion from lower ranks.

329. The Sales Tax Tribunal which at present hears final appeals in sales tax matters will be rendered unnecessary when the Board of Revenue is established, as the Board will be the final appellate authority in regard to all revenues of Government.

330. We understand that there is a good deal of evasion of sales tax, because the Sales Tax Act does not make certain essential requirements like the issue of cash mema and maintenance of accounts compulsory. We recommend that these shortcomings in the Act should be removed, so that the public revenues may be adequately safeguarded.

XVII—Town Planning.

331. We are impressed by the need for further strengthening the hands of Government and of the Town Planning Department in the matter of timely guidance and direction of growing suburbs and new town areas. In view of the probable extension of electrical supply to rural areas, it may be expected that dispersed industrial development as well as locally intensified agriculture will become possible. Problems of layout, planning, communications, water-supply, drainage, etc., will therefore have to be dealt with as they arise, and better still, anticipated. The Town Planning Department must be equipped for this function. The amendments to the Town Planning Act which are now on the anvil appear to be well designed for meeting such situations and should be expedited.

332. There appears to us to be room for better co-ordination between the Housing Department and the Town Planning Department in regard to lay-out and location of housing schemes. The Town Planning Department has been engaged on such schemes and investigations for a number of years, and it is desirable that its accumulated experience should be fully utilised by the officers who are engaged in providing new housing accommodation.

XVIII—Motor Vehicles.

333. In the chapter on State Trading we have advised that Government should not proceed with the scheme of nationalising transport before they are in a position to appoint a statutory transport board. We therefore feel that the Motor Vehicles Department should confine its activities to the administration of the Motor Vehicles Act, 1939, and petrol rationing so long as the latter is in operation. Before this Act came into effect in 1940, the previous Act was administered by the Police. The Transport Advisory Council recommended that the work should be withdrawn from the Police, as there were many complaints of corrupt practices against them. While, as admitted by the Provincial Motor Transport Controller, the officers of the Motor Vehicles Department are themselves not altogether free from the same taint, the bifurcation has proceeded to such an extent that it has lowered efficiency. The Provincial Motor Transport Controller stated that with the inadequate staff at his disposal it was not possible for him to check evasion of tax or breaches of the conditions

of license. The Police are already co-operating with the Motor Vehicles Department in checking payment of tax, and we feel that they should with equal readiness offer further co-operation in checking fitness certificates of vehicles and breaches of the conditions of licence such as overloading.

XIX—Stamps.

334. The evidence before us has disclosed that there is no proper machinery for assessing probate duty and preventing its evasion. It has been suggested that a valuation officer should be appointed for this purpose. This work, we understand, was formerly done by an officer of the High Court, but it had to be given up as the Court Fees Act did not empower such an officer to examine the correctness of the annexures attached to a petition for probate. The valuation is not done satisfactorily at present, as it has been entrusted to the Assistant Superintendent of Stamps, who has to attend to many other duties. We do not think that this work would provide full-time occupation for a valuation officer. The obvious course would be to legalise the previous practice under which an officer of the High Court made the valuation, by amending the Court Fees Act suitably. As the Act is an all-India measure, the practice followed in other provinces may be ascertained before deciding what course to adopt. The levy of an estate duty on large properties will, of course, necessitate a more systematic method of valuation.

XX—General.

335. Although we examined each department on its own merits, our suggestions for their reorganisation are based on certain principles applicable to all. We now propose to discuss these principles briefly so that they may serve as a guide in future reorganisation schemes.

Unitary Control.

336. A common danger against which any Government or business organisation has to guard itself is excessive departmentalism. The sub-division of Government business into a number of self-dependent sections is inevitable and also desirable, not only on account of the volume and complexity of the work involved, but also because many of its activities are of a specialised nature. Carried to a limited extent such sub-division generally promotes efficiency, provided there is adequate co-ordination at all levels. But when it goes too far as in the

case of the Agricultural and Labour Departments, which have been divided into several directorates, it can only result in unco-ordinated action and in either disputes regarding jurisdiction or neglect of overlapping functions.

337. The provincial departments should in our judgment be so organised as to group together those activities which pursue common objectives or render similar services, and to place them under the unified control of a single administrator. Such a unitary control is particularly indicated when field work is integrated on a district basis through a common subordinate staff.

338. The Public Works Department may serve as an illustration. Although field activities are carried out on a divisional basis (with the exception of a few irrigation divisions), we have at the top two chief engineers, one for Irrigation and one for Roads and Buildings. In the section relating to Public Works, we have suggested that the direction of the whole department should be entrusted to one Chief Engineer, who would be assisted by two deputies for its two main branches. It is a sound administrative principle that executive responsibility for running a Government department should be undivided, so that there is neither confusion regarding the authority which issues orders nor difficulty in fixing the onus of mismanagement, if any should occur.

Expert Advice and Supervision.

339. While laying emphasis on the need of unified control of a department, we recognise the importance of providing for expert advice and assistance in the office of the head of the department. In these days of specialisation many departmental activities demand specialised treatment and expert direction. It would be difficult for example for a director of agriculture, however broad his training and experience, to guide such varied and specialised activities as soil and moisture conservation, mechanical cultivation, improvement of seed and live-stock and dairy development without expert assistance at headquarters. A conscientious departmental head will also find it impossible to exercise single-handed any real supervision over the detailed working of his department and to impart guidance to the subordinate staff scattered through a province of this size. Expert advice should therefore be provided for in the head office by the appointment of specialist

deputies, who should tour periodically and supervise the work of district officers with respect to their own subjects.

340. Supervision over the district activities of a department can be provided for functionally as indicated above or territorially. We are generally in favour of a functional supervising staff, but we feel that it is desirable to have supervision territorially organised in those departments where the district officers belong to a lower grade of service or where the pattern of district administration is not well established. While therefore we have recommended the abolition of commissioners in the Revenue Department and superintending engineers in the Public Works Department, we have suggested a territorial supervisory staff in departments such as Agriculture and Co-operation where the district officers belong to Class II Service. We have also retained the territorial organisation in the Police and Forest Departments for special reasons as explained in paragraphs 259 and 242 respectively.

District Organisation.

341. We have proposed that the numerous activities of a department should be integrated through its district officers. There should be no wasteful multiplication of subordinate officials for separate kinds of work in the same department. Only when an activity is so specialised that it cannot be undertaken by the district officer through his normal staff, he may be given special assistance, but the responsibility for all the departmental activities of the district should rest with him. A similar principle should be followed in the talukas.

Loans through Departments.

342. We are opposed to the system under which financial aid is granted through departments. Such loans are given by the Industries Department, the Village Industries section of the Co-operative Department and the Fisheries Department. While dealing with these departments we have proposed that loans, which are recoverable in instalments spread over a fairly long period, should be made through some banking institutions. A bank is in a better position than a department to assess the needs or creditworthiness of the borrower and to make recoveries. To the extent to which such loans have to be given on insufficient security Government may guarantee repayment; but in no case should the function of lending form part of the activities of a department.

CHAPTER XI.

THE SERVICES.

343. We are specifically required in our terms of reference to consider methods of increasing the efficiency of the administrative machinery. In earlier chapters we have suggested such reorganisation of the machinery as is needed to promote efficiency. But we are conscious that no machinery, however well designed, can work efficiently unless the human agency which has to operate it is properly recruited, suitably trained and adequately paid. In an interim report we have indicated the broad principles on which rates of pay and allowances attached to them should be revised. We deal in this chapter with such questions connected with services as recruitment, promotion, reabsorption of retrenched personnel, training and the employment of women. As the reorganisation and status of the Public Service Commission have important bearing on the methods of recruitment advocated by us, we have offered a few suggestions regarding its future.

Recruitment.

344. The competitive examination, combined with the *viva voce*, has stood the test of time as an impartial and objective method of recruitment. While the written examination is designed to test the candidate's general ability and intelligence, personality and suitability for the post are judged by means of an interview. Wherever the method of recruitment by open competition through an independent body such as a public service commission has been introduced, it has eliminated the abuse of patronage and the spoils system and has produced an efficient civil service. We accordingly recommend the adoption of competitive examinations as the most suitable method for recruitment to higher administrative as well as subordinate services. We are glad to note that Government have already accepted our advice in respect of clerical posts and have decided to hold competitive examinations in Bombay and at Poona, Ahmedabad and Belgaum or Dharwar. The Public Service Commission has prepared at our request a scheme for holding competitive examinations for recruitment to clerical posts, and we generally approve of it. As regards the administrative services, we feel that the Provincial Government should institute their own competitive examinations for executive appointments such as those of deputy collectors and mamlat-

dars. The standard of these examinations should be fixed in consultation with the Public Service Commission. The standard of the tests for deputy collectors' post may be somewhat lower than that of the competitive examination for the Indian Administrative Service.

345. Even for services which require technical qualifications and in which a large number of recruits is taken up every year, we feel that selection should be made by competitive examination. This would be especially desirable if the province has, as it is likely to have in the near future, more than one university, whose examining standards may differ. But when recruitment to technical services is only occasional, a scrutiny of actual technical qualifications and attainments together with an interview by the Public Service Commission should suffice. We also feel that the selection of a professor or lecturer can be suitably made on the basis of an interview, as his aptitude for the post can be judged by his academic record or his research work.

Promotions.

346. It is a salutary practice to reserve a few posts for promotion so as to keep the way open to subordinate officers to rise higher in the services by dint of exceptional merit. According to recent Government orders greater weight is to be attached to seniority than was done hitherto and the seniormost officer is not to be superseded unless found definitely unfit to hold the higher post. While it is recognised that promotion out of turn given on merit stimulates interest in work, it has been objected to on the ground that it leaves the door open to favouritism, and perhaps the recent change in Government's policy has been influenced by this objection. But on the other hand, negative selection which depends upon seniority, with an occasional supersession of the obviously unfit, tends to destroy incentive to good work and to promote mediocrities. It not only presupposes an equal capacity in all officers to learn by experience, but produces an undesirable psychological effect on subordinate officers. While we agree that negative selection is preferable in the case of ordinary promotions, positive selection is indicated as the method for posts involving high responsibilities. We, therefore, recommend that Government should prepare a list of posts in each department, promotion to which will definitely be made by positive selection. All promotions, for instance, to administrative rank and from Class II to Class I should, we suggest,

be included in such a list. This should remove any sense of grievance from the minds of officers of average ability who are not selected for the posts in question.

347. What proportion of posts in Class I services should be filled by direct recruitment and by promotion is a question to which we have given considerable thought. Though it is not possible to lay down a uniform proportion for all the departments, we feel that as a general rule at least fifty per cent of the posts should be filled by direct recruitment. In particular we recommend that fifty per cent of the posts in the cadres of mamlatdars and deputy collectors should be filled by open competition, and that fifty per cent should be reserved for promotion by positive selection. We note that twenty-five per cent of the superior posts (on the senior time scale) in the Indian Administrative Service have been reserved for the deputy collectors. We suggest that when selecting officers for these posts no distinction should be made between directly recruited and promoted deputy collectors.

Confidential Reports.

348. In order to ensure that positive selection will not result in arbitrary choice, we suggest that the confidential report of an officer should contain all information referred to in the various Government orders ending with Government Resolution, Political and Services Department, No. 2263/34 of 23rd October 1947. To ensure that in all cases full reports are prepared, we recommend that a standard form be introduced, which will include all the specific points and will also provide space for a general estimate of the officer reported on, and for any points which are peculiar to the department in which he is working. To guard against arbitrary condemnation of a subordinate officer, reporting officers should be required to specify briefly the grounds for their opinion when unfavourable. If the confidential record is carefully maintained, it will also provide sufficient material for rigid enforcement of the efficiency bars, which we consider to be very necessary.

Shortage of Trained Personnel.

349. During the post-war period Government have experienced some difficulty in recruiting suitable personnel for various administrative and technical posts. While on the one hand there was a considerable

extension of Government's functions, resulting in the creation of many posts requiring special qualifications or training, on the other the transfer of power to Indian hands led to the premature retirement of the European personnel. This shortage was further accentuated by the fact that the education of many young men, who were attracted to the forces, had been interrupted. But this is only a passing phase and will no doubt disappear with the return of normal times. In fact extended and improved facilities for general, technical and professional training, together with the influx of refugee trained staff from Sind and other parts of Pakistan, have already eased the situation considerably. We have seen a copy of the suggestions made by the Public Service Commission in this regard. In the light of these, we recommend that the following methods should be adopted by Government to meet these temporary shortages :

(1) Much time is at present wasted by the practice of asking the Public Service Commission to recruit candidates with special qualifications and previous experience, as on many occasions persons answering to these descriptions are not available. For such posts the minimum qualifications should be laid down, and the Public Service Commission should be asked to give preference to candidates having particular qualifications and experience. In case it is not possible to secure candidates with such special training and experience, Government should select candidates possessing the minimum educational qualifications and then arrange to give them special training.

(2) As during the war normal opportunities for entering Government service were restricted, we suggest that for a period of five years the maximum age limit should be raised by five years so as to allow for wider selection.

(3) In technical services persons having experience in business and other private concerns may be taken up. This may, in some cases, necessitate the relaxation of the age limit and the grant of advance increments.

350. We have also been told that one factor which keeps good men away from Government service is that the pay of a recruit during probation is lower than the starting pay of the time scale. We accordingly suggest that an officer should be paid the minimum of his time scale

during the probationary period. Government should also issue a pamphlet showing the more important posts to which recruitment is likely to be made during the next few years and the qualifications and experience required for them. An Information Bureau may also be set up at the office of the Public Service Commission from which such partilars could be obtained by prospective candidates.

Reabsorption of Retrenched Staff.

351. We were asked to submit an interim report on the principles which should govern the reabsorption of retrenched temporary staff in the Secretariat. We propounded the following two principles for their re-employment :—

(1) In case of the clerical staff, those who had rendered more than one year's service on the 1st April 1947 should be confirmed, provided their qualifications were approved by the Public Service Commission and the prescribed age limit did not require to be raised by a period greater than the period of continuous service rendered by them in the Secretariat up to 1st April 1947.

(2) In the case of posts to which recruitment was not made through the Public Service Commission, the employment exchanges should be asked to maintain separate registers of the retrenched staff. Government should then give preference to retrenched personnel in making appointments. Such candidates should, for purposes of the prescribed age limit, be allowed if necessary a deduction from their age at the time of re-employment of a period not exceeding the period of their continuous service under Government at the time of retrenchment.

These principles should also apply to the re-employment of retrenched staff in the Civil Supplies Department and other departments of Government.

Employment of Women.

352. During the war and post-war period many upper and middle class families with fixed incomes found it difficult to make ends meet. Many women of these classes had therefore to seek employment under Government or in private firms. Thus the question of women's employment and the cognate questions of pay, leave, etc. will have to be considered by Government on more systematic lines in the immediate

future. Though as a fundamental right of citizenship sex should not be a bar to any service under Government, we consider that for natural reasons women are generally unsuitable for employment in services where strenuous work under trying physical conditions has normally to be done. Except in such services women should be considered eligible for employment equally with men, while in certain departments like education, medicine, stenography and library work, for which they have shown a special aptitude and liking, it will be advantageous to Government to encourage women to take up employment.

353. Special facilities will have to be provided for women who take service in the mofussil. Insecurity and lack of amenities are mainly responsible for making service in rural areas unpopular with women. Wherever there is a fair number of women employees some kind of hostel arrangements should be provided for them, and if both husband and wife are in service, it may be possible to arrange their postings so that they may live together. Our recommendation that sub-divisional centres in districts should be developed as the headquarters of sub-divisional officers may help to improve matters in this respect.

Equal Pay for Equal Work.

354. A case for differential treatment to women in respect of pay has been made out in the past on the ground that the sum total of service rendered by women is generally less than that of men, as for physical reasons they have to be given more leave. We feel that the following principles should be observed when fixing pay for women :—

(1) For posts specially reserved for women, such as that of Inspectress of Girls' Schools, the pay should be so fixed as to attract suitable recruits. But if there are corresponding men's posts with comparable duties, then the scales of pay for the women's posts should be the same as those for the men's.

(2) In services for which both men and women are equally eligible, the principle of equal pay for equal work should be accepted. The only consideration which justified the fixation of a lower maximum pay for women was that their effective service to the State, by reason of absence from service for maternity etc., was less than that of men. We think that any discrimination on this score would

be unjust to those women who make Government service their career, and is indefensible on social grounds.

Training.

355. A potent cause of administrative inefficiency is the inadequate attention at present given by Government to the training of their staff. Recruitment by open competition will no doubt secure entrants with the requisite standard of intelligence and ability. But they can become skilled administrators only if they are made to undergo a course of training and a period of apprenticeship. Refresher courses too are obviously needed for technical officers to brush up their knowledge periodically. The need of such training courses has never been so urgent as at the present time, when owing to the paucity of trained men during the war, standards of admission to Government service had to be lowered and subordinate officers were promoted to positions which they would have attained in normal times only after long years of experience. This has undoubtedly resulted in a lowering of efficiency. It is therefore necessary to organise intensive courses of training and to depute officers for special studies in other parts of the country, and abroad if there are no facilities for such training in this country. Study leave may therefore be freely given to officers during the early part of their career for receiving such training as is likely to increase their usefulness to the State.

356. The experience of the last World War, during which special courses were held almost continuously for training defence personnel, should be a valuable guide in organising civilian courses in peace time. In view of the growing complexity and extent of the functions of Government departments for social and economic purposes, the need for initial training and refresher courses for all grades of Government services ought to be self-evident, and yet the normal departmental mind is so accustomed to the age-long tradition of haphazard acquisition of knowledge by contact with old hands and by making mistakes, that it shuns the idea of a training programme. The following extract from a note supplied by the head of a department is typical of the present departmental outlook :—

> "No special provision for training of clerks exists at present. Clerks acquire a working knowledge of departmental rules and regulations and of the general procedure as they get into touch with other experienced clerks and officers."

357. We are firmly of opinion that the efficiency of the administration can be increased only if all its officers, superior as well as subordinate, are properly trained before they take up their duties. The need for such training is recognised in the case of the Indian Administrative and Police Services and provincial police and forest officers.

358. We would draw Government's special attention to the paramount need of training the large body of clerical staff employed in the Secretariat and other offices of Government. This training will have to be organised at Bombay, and also at divisional centres on account of the differences in regional languages and problems. The course should cover the general duties of a clerk, e.g. precis, drafting, typing and a basic knowledge of accounts and procedure which are common to all offices. In addition to this common group of subjects, each department and office is interested in promoting a knowledge of its own requirements. For this purpose special experienced staff may be attached to the divisional training schools on a tenure or deputation basis as may be necessary. While special training in the regulations and procedure of the office in which the trainee is employed is obviously necessary, the advantage of imparting knowledge of the rules and procedure of other offices or departments, with which the trainee will have to deal, should not be overlooked.

359 Acting on our recommendation made in an interim report, Government have already instituted a training course for Secretariat clerks. One such course we understand has already been finished. The proposal to organise similar courses for clerks in revenue offices has been considered by the divisional commissioners and is being finalised. The heads of other departments should also be asked to frame such courses for the clerical staff in their offices. A certificate should be given to those who have satisfactorily undergone these courses. These certificates should not be awarded on the result of a stereotyped examination, but should be based on tests held from time to time during the courses. Wherever subordinate departmental examinations are at present necessary for the confirmation of clerks in Government service, such as the sub-service departmental examination in the Revenue Department, these newly instituted tests should be substituted for them, and all clerks before confirmation should be in possession of certificates awarded at the training centres.

360. Where the instruction is not primarily administrative and clerical, but technical as in the case of vaccinators or agricultural

kamgars, training will have to be arranged departmentally as is done at present, but on a more systematic basis. While the subjects to be taught in such centres, general as well as special, are for the departments to consider, we would only emphasize the urgent need for Government to extend such training to all departments and to keep it on a practical basis.

361. To facilitate such instruction and study, all available aids should be utilised. Manuals of Acts and departmental procedure should be brought up to date and made available on an adequate scale. In some cases new compilations will have to be prepared so as to suit each course of training. We should regard the expenditure on the preparation of these texts, as on the provision of training staff, premises and equipment as money well spent.

362. The training of officers, which is properly organised in the Police and Forest departments, is much neglected in the others. We feel that hardly any department can now hope to carry out its work with the requisite efficiency, understanding and enthusiasm unless special training is provided for its officer staff. In the Education Department the large number of supervisory, administrative and inspecting officers for primary education will, we trust, be more efficient workers if they pass through an appropriate course. Periodical conferences of departmental officers are no substitute for such a course, though we realise that these also have their uses. Education is however only one illustration. New policies are being adopted in several departments and considerable extensions of staff and other items of expenditure are being sanctioned to carry these out. To ensure the successful implementation of these policies training courses for supervisory and executive staff are essential. Not all these need a school or an elaborate permanent establishment. Such a training course would be necessary not only in the spending and beneficent departments of Government such as Education, Co-operation, Public Health and Agriculture, but also in taxing departments like those of Revenue and the Sales Tax. Very often the tax and the service aspects of a department's functions are so interrelated that incomplete comprehension of the purpose of his functions by an official leads not only to inconvenience for the public, but also to loss of revenue to Government. The following extract from the evidence of Mr. M. J. Desai, C.I.E., I.C.S., who has considerable experience of the

administrative system of this Province and who is now Principal of the All-India Administrative Training School at Delhi, will speak for itself :—

"Another point which has struck me is that everybody is doing a limited job without understanding the why and how of it. When I was a collector, I asked a tagavi clerk why he had not disposed of an application for tagavi. He said the delay was due to rush of work. He did not realise that this would result in the cultivator not obtaining a pair of bullocks or seed for that particular season, which meant not only less produce for the community but also loss of revenue to Government. Immediately after recruitment there should be a permanent agency in the districts for the training of the subordinate staff, and the recruit should be instructed why he is doing a particular job and how it is to be done."

363. It is, therefore, essential that training in procedure should be combined with training in objectives. The latter has not only to be learned but absorbed, and training and refresher courses are the approved methods of imparting it. "In civil life generally too little attention has been paid to training as a factor in efficiency, and where attention has been given, it has tended to concentrate on the instruction of the rank and file in technical skills or of the subordinate supervisory group in the elements of leadership. This rather patronising attitude towards the subject has overlooked the importance of training for officials of all grades, not primarily in order that they may learn new tricks, but that, in studying methods in common they may attain the similarity of outlook and of attack on problems which are essential to true co-operation."* We are conscious that a Government pressed for funds and faced with a shortage of experienced staff is likely to grudge both the expenditure of money and the diversion of services of its competent staff for these training schemes. But the ultimate advantage both by way of economy and efficiency expected from a well-designed scheme of training is so great that we place the provision of adequate training facilities in the class of urgent and crucially needed improvements.

Morale of Services.

364. To keep up the morale and efficiency of public officials it is not enough to assure them of satisfactory conditions of service. An

* L. Urwick: The Elements of Administration, pages 69–70.

atmosphere has to be created in which they can feel that they are contributing their mite towards a better society. In an earlier chapter we have stressed the need for co-operation between the popular and official elements of a democracy for its successful working. The relation between the popular government and the permanent services should be marked by mutual trust. The State is no doubt entitled to the undivided allegiance of a public servant at all times and should be strict in punishing disloyalty. But a clear line of distinction should be drawn between disloyalty after a particular policy is accepted by Government, and honest criticism or opinion when policy is being shaped.

365. " That is why the greatest crime the administrator can commit is to be too authoritative, too impatient of criticism and discussion, too quick to resent as disloyalty frank difference of opinion as to policy. Disloyalty arises when decisions have been taken, in lack of energy of implementing them, never in the processes through which they are formulated. To treat opposition as something to be crushed or swept aside is to start the insidious process by which candid officials are turned into ' Yes-men ', creatures who just inquire what will be ' liked ' by their superiors before formulating their own views, who have lost the taste for honesty when thinking about the affairs of the organisation. Once that process is started it will corrupt a whole undertaking like a leprosy. The direction will be robbed of the greatest contribution the personnel can make to the undertaking, unbiassed and fearless statement of the best thought of which they are capable. Enthusiasm will be stifled, ability frustrated and energy turned inwards to concentrate on self-seeking. The administrator who gives way to the temptation to use his authority to suppress rather than to develop the views of his subordinates is committing the sin against the Holy Ghost."*

366. In the recent past distinguished service to the State was often rewarded by the grant of a title. With the abolition of titles a powerful incentive to public service has disappeared. While the prospect of selective promotion would to some extent encourage an officer to take more than ordinary interest in his work, a stronger incentive could be provided by some form of recognition of meritorious services. Several democratic governments, including those of France and the United

* L Urwick : The Elements of Administration, page 89.

States of America where no titles are awarded, award different forms of recognition of distinguished service. These may serve as useful guides to similar action by our own Government.

Traditions of Public Service.

367. We recognise that the administrative services in Bombay had built up high traditions of public duty in pre-war days. We therefore notice with regret a fall in the standards of integrity and honesty, largely due to the impact of the War. In so far as this has been caused by the phenomenal rise in prices and the greater opportunities of money-making which war conditions afford, we hope that with the return of normal times and with the grant of more reasonable wages to the lower staff, the former traditions will be restored. The provisions of the Prevention of Corruption Act, 1947, are far-reaching and we have no suggestions to make in this regard. But the evil of corruption can be uprooted only if the public is made to regard a bribe as twice cursed, corrupting him that gives as well as him that receives. It is also the duty of a public servant to guard his honour jealously and so to order his private affairs and his public duties as to keep them above suspicion.

Protection to the Services.

368. A Public Service Commission was appointed in Bombay in 1937 on the introduction of provincial autonomy with the object of freeing appointments and promotions from political influence and nepotism and of affording adequate protection to the Services. This duty does not arise from any conditions peculiar to this province, or indeed to India. Wherever democratic institutions exist machinery akin to the Public Service Commission has been found necessary, and whenever it has been neglected an inefficient and corrupt civil service has been the result. The personnel of the services requires protection from victimisation and injustice on the one hand, and favouritism on the other, so that it may function impartially as the instrument whereby Governments, of whatever political complexion, can give effect to their policies. But as the Simon Commission pointed out, the establishment of Public Service Commissions was also to the benefit of Ministers themselves, since it relieved them from embarrassing demands from their supporters and shielded them from the charge, however ill-founded, of using their position to promote private interests at the expense of efficiency. Accordingly we recommend that the Provincial Public Service Commission should

be enabled to extend to the Provincial Services the same degree of protection as will be available to the Indian Administrative and Police Services from the Federal Public Service Commission. This will necessitate a convention that in disciplinary cases the advice of the Commission will ordinarily be accepted.

PUBLIC SERVICE COMMISSION.

369. If the Public Service Commission is to serve the two-fold purpose of maintaining a high standard of recruitment and of protecting the services, it would be necessary to remove the members of the Commission from the ambit of political influence. This was ensured under the previous regime by two statutory provisions. In the first place, further employment under the Crown in India was barred to them except a higher office in the Commission itself or an appointment on the Central Public Service Commission. Secondly they were to be appointed by an authority independent of all party interests, namely by the Governor acting in his discretion and they were also removable by him. The Draft Constitution provides for the appointment of the Commission by the Governor in his discretion as at present. While we think that the Commission should retain its advisory character as provided by the Government of India Act, 1935, it is essential to give its members statutory protection in regard to security of tenure and pay similar to that enjoyed by a puisne judge of the High Court. During their tenure of office, which should be five years, no member of the Commission should be liable to be displaced for reasons other than those for which a judge of the High Court is removable from office. As the Commission will have to perform fairly strenuous duties in future, we propose that the tenure of office of a member should be subject to an age limit of sixty-three. Our original intention to propose an age limit of sixty had to be given up, as it would have narrowed the field of selection in the case of members having administrative experience. Only serving officers or officers on the verge of retirement would have been eligible, and experienced and otherwise suitable officers who had retired one or two years previously would have been excluded.

370. In view of the importance of these appointments and of the responsible nature of the work entrusted to the members of the Commission, we recommend that they should be given the same salary as will be admissible to a High Court judge in the future constitution. The Chairman of the Commission should be given a special pay of Rs. 250

a month. When a pensioned officer is appointed on the Commission, his pay should be reduced by an amount equivalent to his pension.

Composition.

371. Even with the expanded functions which the Commission will have to undertake as recommended by us, we do not foresee any need for increase in its membership in the immediate future. As the main function of the Commission is to recruit officers for the civil services by open competition or otherwise and to advise Government on matters of promotion and discipline, it is essential for it to comprise both administrative and educational experience. Subject to the above condition, the appointments should be made strictly on merit and suitability, and should not be entirely confined to serving or retired officers. In the case of a Commission consisting of three members the proviso to section 265 of the Government of India Act, which requires that at least one half of the members should be ex-Government servants, in effect makes the official element two-thirds. It should, we think, be modified so as to provide that in the case of a Commission consisting of only three members, at least one should be a serving or retired officer. We notice that the present practice of appointing the entire personnel of the Commission for five years entails loss of continuity and experience. This is unsatisfactory, especially as the appointment of the secretary to the Commission also is coterminous with the Commission's life. To assure an automatic element of continuity, we would suggest that the appointments to casual vacancies in the Commission due to the death or resignation of a member or any other cause should be made for the full period of five years, and not only for the unexpired portion of the Commission's tenure.

Jurisdiction and Authority.

372. Under section 266 (*3*) of the Government of India Act, 1935, all appointments in connection with the affairs of the Province have normally to be made on the advice of the Commission. The authority of the Commission is thus theoretically co-extensive with the Government's power of appointment. But in practice it is qualified by the discretionary power vested in the Governor to exclude specified posts from the purview of the Commission. We agree to the view of the Commission expressed in its letter No. 16/716, dated the 8th June 1943, to the Government of Bombay in the Home Department, that for reasons of administrative convenience appointments in the subordinate non-

gazetted services, the appointing authority for which is an officer subordinate to Government, may be made without consulting the Commission. We note with approval that Government have already adopted the convention of consulting the Commission before excluding any post from its purview. But this is not enough. To shield Government from political pressure and to prevent a possible suspicion in the mind of the public that any particular appointment has been excluded on grounds other than the public interest, it is desirable to confine such exclusions to the following types of appointments :—

(*a*) Appointments made by the Governor in exercise of discretion enjoined by statute ;

(*b*) Appointments like that of the Director of Publicity which are essentially political in character and involve advice or assistance to the Ministry in office in conformity with their own political principles and programmes. The period of such appointments would, on that account, normally not extend beyond that of the Ministry which makes them.

373. The posts of Solicitor to Government, Assistant Solicitor to Government, Public Prosecutor for Bombay, Assistant Public Prosecutor for Bombay, Government Pleader High Court, District Government Pleaders, and Principal and Professors of the Government Law College have been excluded, though they do not fall under either of the classes mentioned above. We are also not enlightened as to how appointments of Small Causes Court judges came to be excluded. The appointments of civil judges subordinate to the district judge, which term is defined to include the Chief Judge of the Small Causes Court, have to be made on the advice of the Commission under section 266 of the Government of India Act. Similar considerations would seem to apply to the posts of presidency magistrates. We therefore recommend that the Commission should be consulted in making the above appointments.

Acceptance of Advice.

374. The order of preference which forms an integral part of the Commission's recommendations, should be adopted by Government save in exceptional cases. Even in such cases the Commission should be invariably informed of the reasons for which Government is disposed to differ from its advice and given an opportunity to have a say in the

matter before the appointment is made. Moreover we find that the following devices are often employed to circumvent the usual procedure of consulting the Commission in making appointments. The appointment is made without reference to the Commission and then justified either on grounds of urgency or on the ground that the appointment required such high technical qualifications and ability that persons answering to that description would be few and might not care to respond to a public advertisement. We regard this as very incorrect procedure, and on one or two occasions the Commission has rightly declined to acquiesce in such appointments. Another device is to make a temporary appointment for a period of one year, for which consultation with the Commission is not necessary, and then to send the incumbent of the post before the Commission with an almost certain chance of selection on account of his one year's experience. We agree that purely temporary appointments for a period of one year or less should not go to the Commission. But it should be possible to foresee when a permanent post is likely to fall vacant and make arrangements for filling it in proper time in consultation with the Commission. Even in filling a temporary post which, in all probability, will be made permanent, the advice of the Commission should be taken. We consider that in such cases the advantage of obtaining the Commission's advice more than justifies the time taken in consulting it, and that the natural impatience of heads of departments to get vacant posts filled should be curbed to the extent necessary for the Commission to make a selection with due care.

CHAPTER XII.

LOCAL SELF-GOVERNMENT.

> "Local self-government is to democracy, what a primary school is to university education."—*Tocqueville.*

375. We are not required by our terms of reference to examine the internal organisation of local bodies or to suggest any improvement in their constitution and working. Our main interest in them lies in the extent to which they function as an instrument of decentralisation and relieve the Provincial Government of a large mass of functions which have primarily local interest and appeal and can only be efficiently carried out with local co-operation. Once the local bodies are established, problems of local finance, supervision and staffing assume more than local interest, as the Provincial Government are called upon to allocate suitable sources of revenue and to supplement their funds by grants-in-aid, to provide an adequate machinery to supervise and guide their activities and to safeguard the rights of the local services against local intrigues. We propose briefly to examine these wider aspects of local self-government and then to suggest methods by which it can be made a valuable agency for decentralised administration.

Educative Value.

376. There has been widespread criticism that the working of local self-governing bodies in this province has been inefficient and wasteful and has belied even the modest hope of Lord Ripon that "in course of time, as local knowledge and local interest are brought to bear more freely upon local administration, improved efficiency will in fact follow." The view has also been gaining ground that with the attainment of freedom it is no longer necessary to arrange for "exercises in local self-government." While sharing the impatience of these critics at the inefficient management of some of our local bodies, we are unable to subscribe to the latter view. Local self-government serves at once as an instrument of political education and as an effective means of decentralisation. That responsible local administration provides a training ground for the budding politician and enables him to start public life in a limited sphere and to learn the art of public administration by making mistakes of small consequences, is undoubted. This is demonstrated by the fact that many of our politicians, present

and of the immediate past, received their training in politics in the school of local self-government. It also imparts education in citizenship to the unskilled elector "who can learn to judge things a far off only by accustoming himself to judge first of things near at hand." Another equally important object of local self-government is to decentralise administration into local channels. With the present growth of Government's functions it would be physically impossible for any Government to handle the numerous details of local administration without an army of officers dispersed over the whole province and without a considerable burden on its financial resources. As a short term measure Government may undertake such local activity as primary education to promote literacy on a province-wide scale. But in the long run Government will have to encourage the public to manage as wide a range of civic affairs as possible, with funds raised by local taxation, and to develop in course of time a capacity for self-help and self-rule.

Causes of Failure.

377. Whatever the objects of local self-government, it cannot be denied that the apathy of the electorate, lack of civic spirit in the elected, inadequate financial resources, ill-trained and low paid staff, and above all, want of timely guidance and control by the Provincial Government have combined to prevent any substantial achievement in the sphere of local administration. Public indifference to the exercise of the vote is almost proverbial in this country. It was marked in the recent elections of the premier civic body in the Province, the Municipal Corporation of Bombay, which at least can boast of a highly developed civic consciousness, when only about 33 per cent. of the electorate went to the poll. Active interest in public affairs is still confined to a small section of the people, which also is not sufficiently alive to the need of holding their elected representatives to account and exercising a continuous control over them. This is but natural in a country in which the standard of literacy is low and where the public is traditionally imbued with a sense of fatalism which accepts things as they come and waits Micawber-like for better things to turn up. Added to this apathy of the electorate is the irresponsibility of some of the elected members who accept office not as a trust, but for the betterment of their own material prospects. It is therefore surprising that under conditions such as these things are not worse than what they are.

Local Finance.

378. That the financial resources of the local bodies are inadequate even for the discharge of their obligatory functions has been stressed *ad nauseam* by every committee appointed by Government. The principal sources of municipal revenue are house tax, octroi, terminal tax, taxes on professions and vehicles and special cesses for education, drainage and water supply, if these particular services are rendered. The local fund cess at the rate of two annas in the rupee of land revenue and water rates realised in the district (which Government can raise by request of a district local board to a maximum of three annas) forms the chief source of revenue of district local boards. This income is supplemented by taxes on professions and tolls. With these comparatively inelastic sources of revenue it has become increasingly difficult for the local bodies to meet the high cost of labour and materials, and their already slender resources have been taxed to the utmost by the revision of pay scales and the payment of dearness allowances to the staff. Government's recent orders allotting to them 15 per cent of the land revenue realised within a district excluding villages which have panchayats will undoubtedly grant them some relief. But there are other independent sources of revenue which could be allocated to local bodies, and we would recommend that Government place at their disposal funds adequate for the duties they are expected to perform.

379. The failure to employ a well qualified and trained staff by local bodies is partly due to this lack of funds. Their limited resources are further attenuated by the reluctance of the elected members to impose new taxes and to take legal steps against defaulters for fear of losing party support and alienating the sympathies of their constituents. Nothing better could have been expected under a system of limited franchise which returned the propertied gentry to the municipalities and landholders to the district local boards; such members could hardly be expected to tax themselves and their kind to provide greater amenities for the poorer sections of society. Though adult franchise may improve matters to some extent, no substantial results can be achieved unless Government make a determined effort to increase civic consciousness among the public through the spread of literacy and exercise proper control through grants-in-aid and audit. The surest way to promote financial irresponsibility in the local bodies

is to make unconditional grants without any attempt to correlate them either with the imposition and collection of adequate taxation or the maintenance of a minimum standard of efficiency. Moreover it is not enough to lay down statutory conditions; arrangements must be made for regular inspection to ensure that these conditions are fulfilled. Another disturbing feature in local finance is the misuse of public funds for ends not sanctioned by law. There is provision to prevent it in the local Fund Audit Act, 1930, which empowers the auditor to disallow items of expenditure which the local bodies cannot legally incur and surcharge it on members and officers who are responsible for it. But we find that recovery is not enforced properly, as the processes involved are too lengthy to produce any tangible results.

Want of Government Control.

380. Some witnesses have rightly ascribed the deterioration in local administration to the failure of Government to realise the importance of proper supervision over local bodies. Even in countries where local self-government is well developed, the necessity of such central control is recognised. Broadly speaking, such control takes one of two forms, which we may call the British and the Continental. In Great Britain central control is enforced through a system of grants-in-aid which are made conditional on the right of Government to insist upon a minimum standard of efficiency in local administration through inspection, audit and advice. In France however such control is exercised through an official who, while acting as chief executive of the local administration, is also the mouth-piece of the Central Government. Before the Montagu-Chelmsford Reforms local administration in India was moulded somewhat on the French model, as the collector of the district was both the *ex-officio* president of local boards and the agent of Government. The Montagu-Chelmsford Reforms however with the object of giving local bodies "the largest possible independence of outside control", tried to bring local administration in India into line with what was mistakenly thought to be the British system. While depriving local bodies of the services of an officer of the status of a collector, they left no machinery specially charged with the task of supervising and guiding the affairs of local bodies.

381. It has been rightly contended that the powers with which Government have armed themselves in respect of local self-government

institutions are more in the nature of a "pole-axe when rein and spurs are needed." The three Acts under which the local boards and the district and borough municipalities have been constituted in this Province contain special chapters through which Government have taken powers to order the performance of certain duties in the event of default by local bodies, to enquire into local administration, and to impose the penalty of supersession in case of gross mismanagement. Added to these are the emergency powers of the collectors to suspend the execution of the decision of a local body which is likely to cause injury or annoyance to the public or lead to a breach of the peace, or is unlawful, and to provide for the immediate execution of works necessary for the health and safety of the public which a particular local body has refused to perform. There is no machinery provided through which Government can wield a wholesome influence on the local bodies by way of timely advice and correction. Owing to overwork in connection with their multifarious duties rather than lack of interest, the collectors have been prevented from devoting much attention to local self-government affairs. We have carefully considered whether this want of day-to-day supervision and guidance should be supplied by a Government agency under a Local Self-Government Commissioner or through a statutory non-official board representative of the local bodies themselves and commanding their confidence and co-operation. We recommend to Government the latter course, as external control, however helpful and beneficent, is likely to be resented by the local bodies and would not be so effective as self-imposed discipline.

The Local Self-Government Institute.

382. But instead of setting up a new *ad hoc* body Government should consider whether they could utilise the services of the Local Self-Government Institute which has already done valuable work in the cause of local self-government. We have been told that even though membership of this Institute is voluntary, all the local bodies in this Province, with the exception of a few district municipalities, have become members of the Institute by paying the annual subscription. The membership of the general body is also open to public institutions (other than local bodies) and to individuals interested in the problems of local self-government. Though no public institution has so far become a member of the Institute, there are

about a dozen individual members who are interested in such matters and have experience of local administration. The governing body of the Institute is known as the Provincial Council, on which representation is on a territorial basis, the Gujarat, the Konkan, the Maharashtra, and the Karnatak Divisions being represented by three members each. In addition to these, important local bodies like the municipalities of Poona, Sholapur, Ahmedabad and Surat have been given special representation of one member each, while the school boards are represented by two members. The Provincial Council elects an executive committee which is charged with the day-to-day administration of the Institute. The objects of the Institute as given in clause 3 of the constitution are :—

(*a*) to further the growth of local self-government institutions by training people in the principles and practice of local self-government;

(*b*) to promote the study of problems connected with local self-government and act as a centre of information and advice for local self-government bodies;

(*c*) to strengthen and improve local self-government institutions by co-operation and other means and to bring them together for common endeavour by organising periodical conferences;

(*d*) to undertake on behalf of the local bodies any services such as purchase of stores, book depot, printing press, etc.; and

(*e*) to adopt any other measures necessary for the furtherance of the interests of local self-government and the promotion of efficient administration.

383. Thus the objects of the Local Self-Government Institute are comprehensive enough to include all the duties that Government may think fit to delegate to it. In fact, our proposal is so to modify the constitution of that body as to make it an instrument whereby it can more fully achieve its object of promoting efficient administration in local bodies and advise Government in Local Self-Government matters. The Institute will continue to perform all the activities which it is at present conducting, in addition to those recommended by us, and we think it would not be necessary to alter the constitution of the general body except to the extent mentioned below.

384. We feel that the objects we have in view will be promoted by making the Minister for Local Self-Government the *ex-officio* president and the Chief Engineer and the Director of Public Health *ex-officio* members respectively of the general body. The vice-president should, however, be elected, and provision may be made for the appointment of an honorary secretary, in which case the assistant secretary will have to be a paid servant. It will be necessary to call at least one meeting of the general body annually, and provision should be made for the holding of special meetings if called by the Executive Committee, whose constitution we advocate in the succeeding paragraph or on a requisition signed by one-fourth of the members.

385. With this altered constitution it should be possible for the Local Self-Government Institute to exercise adequate supervision over the local bodies through an Executive Committee which should be constituted as follows :—

The district local boards, the district municipalities and the borough municipalities should be represented by two members each on this committee, and the Chief Engineer and the Director of Public Health should be *ex-officio* members, so that their experience and advice may be available to the executive committee. With a view to giving to the executive committee the benefit of outside experience and knowledge, it would be desirable to have one of the individual members of the Institute on the executive committee. The executive committee should be presided over by an officer more or less of the rank at present held by a divisional commissioner, who will thus be the chief executive officer of the Institute in respect of its administrative duties of supervision and inspection. The chief executive officer will have to be given a suitable staff, both for his own office and for the several divisions of the Province. For every Revenue division the Institute, which may be given legal status as the Local Self-Government Board, should form a small committee, of which a divisional officer will be appointed the chairman. This officer, advised by his committee and assisted by a divisional staff, will be responsible for the day-to-day supervision and inspection of the local bodies. The gazetted staff of the board will be appointed by the executive committee and will be under the control of the chief executive officer, while for the non-gazetted staff the chief executive officer will be both the appointing

and controlling authority. It will not be possible to finance the scheme through the membership fees which are now charged by the Institute. In order not to place a financial burden on the local bodies, at least to start with, by asking them to share the full expenditure incurred on the maintenance of the major portion of the staff, we recommend that the cost of the administrative staff should be substantially borne by Government. The Institute should be able to finance its educative and propaganda activities by raising subscriptions and by obtaining voluntary contributions.

Cadre for Officers.

386. The question whether the principal services of the local bodies should be provincialised is one which has aroused controversy in the past. On the one hand the officers of the local bodies feel that the provisions of the Municipal Boroughs Act and the Local Boards Act, which require a two-thirds majority of the total membership of a local body for their removal or punishment, are no adequate protection against party intrigues. On the other hand the local bodies allege that the above provisions make these officers almost irremovable as the more adroit among them can always manage to obtain the minimum support by playing one faction against another and, if need be, by showing favour towards some of the members. While we have no desire to enter into this controversy, we feel that the efficiency of local administration will not improve unless a clear distinction is drawn between the spheres of policy and action, and the services are ensured the freedom to act without fear or favour within the terms of the policy laid down by the local body and are given security of tenure which would not depend upon uncertain party fortunes and local influences. We admit the force in the argument that complete provincialisation of services would weaken the control of the local bodies over the staff and make it difficult for them to enforce discipline. But a cadre or cadres for officers of the local bodies, to be controlled by a provincial board representing the local bodies themselves, should be free from any such objection and will have considerable advantages. By removing the control of such appointments beyond the scope of local influence, it will ensure the necessary independence to the officers. While the prospect of promotion to a more important post under a larger body would provide an incentive to work, it would also be easy to transfer an officer whose relations with a local body were

strained before the breach had become too wide. It has been argued that diversity of language and the differences in the size of the local bodies and in their capacity to pay their executive officers would make it difficult, if not impossible, to work such a cadre. While we appreciate these difficulties, we do not feel that they are insurmountable, and recommend that the chief officers, health officers, engineers and chief accountants of the borough municipalities and the district local boards, and the chief officers of the district municipalities should form suitable cadres on a divisional basis, so that the language difficulty may be overcome. The control of these cadres should be vested in the executive committee of the Local Self-Government Board. We find that a similar scheme for controlling such cadres through a provincial board elected by the local bodies as a possible alternative to complete provincialisation was formulated by the Local Self-Government Committee, Bombay, 1939, at the request of Government.* Our scheme has the added advantage that the same body will also be responsible for the day-to-day supervision of, and guidance to, the local bodies.

387. While the qualifications prescribed for these posts are sufficiently high, the selection is not infrequently influenced by party or sectional considerations. To avoid this, we suggest that recruitment to these posts should be made in consultation with the Public Service Commission. We understand that this will necessitate the passing of a provincial Act to enlarge the functions of the Commission under section 267 of the Government of India Act, 1935, so as to bring recruitment to the local services within its purview.

Functions of the Proposed Board.

388. As our recommendation relates to a major change in the machinery for regulating the affairs of the local bodies, it is not necessary for us to define the functions which should be handed over to the Local Self-Government Board. If Government accept the principle of collective self-regulation of local bodies, it should not be difficult to outline a detailed scheme of allocation of functions. There are, however, certain powers which cannot possibly be delegated to a non-official body, such as Government's power of supersession and the collector's emergency powers. Final powers relating to changes in

* Report of the Local Self-Government Committee, Bombay, 1939, para. 179.

the constitution of local bodies, taxation and sale of property should also be retained by Government. When the posts of commissioners are abolished as proposed by us, such of their powers as cannot be delegated to the Board, will, according to their importance, have to be distributed between the Board of Revenue and the collector. We recommend that the present practice of audit of local accounts through a Government agency should be continued, but the power to enforce it may be delegated to the Board.

Alternative Agency of Control.

389. These recommendations have been made in the hope that both the Local Self-Government Institute and the local bodies will co-operate with Government in making this scheme a success. It is intended to be a compromise between the demand of the local bodies for complete autonomy and the proved necessity of central control. It has the added advantage that the powers entrusted to the Board could be withdrawn or increased according to the degree of success attained by it. But if for some reason or other the required co-operation is not forthcoming or if after giving this scheme a trial for a period of, say, five years it appears to Government that not much progress has been made, then it would be open to Government to appoint their own agency for the guidance and supervision of local bodies. A nucleus for this will already have been provided by the Chief Executive Officer of the Board with the divisional staff under him, who would have acquired by that time adequate knowledge and experience of local self-government problems. This would also entail the provincialisation of the higher local services to be administered and controlled by Government through the Chief Executive Officer, who could then be designated as Local Self-Government Commissioner.

Gradual Eclipse of Local Boards.

390. We have noted with regret that the recent trend of Government policy is calculated to bring about a gradual elimination of the District Local Boards from the field of local self-government. Even Class III roads, which are of purely local importance, continue to be administered by the Public Works Department in spite of the recommendations of more than one committee to transfer them to the Local

Boards not only with a view to economy but also as a measure of decentralisation. By the Primary Education Act, 1947, Government have taken upon themselves the responsibility of primary education from the local bodies which are now to function in a purely advisory capacity. The public health activities of the Local Boards also, we understand, have been substantially taken over by Government. The Local Boards have thus been gradually divested of a large portion of their primary functions. Though questions of policy are outside our scope, we cannot but express the hope that these extreme steps are the result of the keen desire of Government to force the pace of their programme of development on a province-wide scale and will be reversed as soon as the desired objectives are fulfilled.

Rural Development Boards.

391. With the general object of associating the public with administration, Government have established in every district a Rural Development Board side by side with the District Local Board. Whatever may have been the justification for such a parallel body in the past, we think there is no further need for this dual organisation, and that only one of these bodies should remain. This should clearly be the District Local Board, which has a statutory basis and, being elected, is more truly representative than the District Rural Development Board can be. The latter body consists entirely of nominated members and is thus likely to be predominantly influenced by the political supporters of the Government of the day. We have heard complaints that public spirited men who do not happen to belong to the party in power find no place on these Boards. We therefore recommend that the District Rural Development Boards be abolished, and their functions in connection with post-war development schemes be transferred to the District Local Boards.

392. We think that the usefulness of the District Local Boards could be enhanced by the inclusion of a few nominated members, to be selected from the ranks of social workers and others who have evinced a genuine interest in public affairs, but who for one reason or another have been unwilling to stand for election. One or two district officials in charge of Government's social and economic activities may also be made ex-officio members of the District Local Boards.

393. In the talukas after the abolition of the taluka local boards in 1938, no non-official agency exists which can be conveniently associated with the taluka administration. We suggest that the local members of the District Local Board in the taluka, with perhaps one or two more nominated members from the locality, should form a taluka committee.

394. As regards the Provincial Rural Development Board, if Government feel that, over and above the normal channels of communication with the rural public, this institution serves a useful purpose, we see no objection to its continuance.

CHAPTER XIII.

MISCELLANEOUS.

Office Procedure.

395. Messrs. Ibcon Ltd. have recommended the formation of an Organisation and Methods Department to exercise a continuous watch on the procedure of Secretariat departments. We feel that the time is not yet ripe for this development, and in our chapter on the Secretariat we have proposed that a committee of assistant secretaries should periodically examine any suggestions for improvement in office procedure. Similarly in the case of district offices we think that before committing themselves to any elaborate and costly establishment like an Organisation and Methods Department, Government should detail some officer with district experience to examine the procedure in a few typical Government offices. He might begin with some offices in Bombay city and Poona where he could, if necessary, be given the assistance of experts. On receipt of a report from him, Government, should decide whether it is worth while to establish a permanent organisation to scrutinise office procedure throughout the Province.

Personal Staff of Ministers.

396. We understand that the personal staff of Ministers and Parliamentary Secretaries, other than those drawn from the permanent establishment, is engaged for a period of five years. The idea underlying this arrangement presumably was that the period of employment of this staff should be coterminous with the life of the Ministry, so that the successor Ministry could make a fresh selection according to the requirements of the individual Ministers. Such an arrangement would work satisfactorily in the case of staff which was engaged immediately the Ministry took office. But in the case of the numerous typists, stenographers and so on, who have been taken up subsequently, the five-year period would extend beyond the life of the present Ministry, and in case the new Ministers do not desire to employ them, Government will have to provide them with other work or else compensate them for premature discharge. To avoid this difficulty we suggest that all staff directly recruited for the personal offices of Ministers and Parliamentary Secretaries should be engaged only during the pleasure of the Minister or Parliamentary Secretary in question, so that Government may be under no obligation to continue its services after the employer demits

office. It follows from what has been said above that the personal staff of Ministers and Parliamentary Secretaries, other than permanent hands, would not enjoy pensionable status.

Amenities in Districts.

397. To make service in the districts more attractive and lessen the desire among district officers for a posting in Bombay, we think that some amenities could be provided in official residences throughout the Province. Such amenities would include a piped water supply where this is lacking, to be followed by modern sanitation with a septic tank if there is no drainage system. The question of providing official residences with basic articles of furniture has often been considered, but the proposal has been rejected on the score of cost and also on account of various difficulties in regard to maintenance of the furniture, and the objections of officers who already possess furniture of their own and would be unwilling to pay hire for Government furniture which they do not require. These objections could no doubt be overcome, and we suggest that the question be examined once more. It would be a great convenience to officers on transfer to be relieved of the necessity of taking heavy furniture with them, and this would to some extent meet the complaint that allowances on transfer are inadequate.

398. In connection with touring, it would be a great advantage to officers if *khansamas* were appointed at the more important district bungalows. Government have rightly made it known that they view with disfavour any tendency on the part of officers to accept hospitality while on tour, but the result is that officers depending on their own resources find it increasingly difficult to arrange for their food. If *khansamas* were attached to, say, two or three of the more important bungalows in each district, as is done in some other provinces, this difficulty would be removed to some extent.

Mechanical Aids.

399. We have suggested the possibility of introducing franking machines in the Secretariat instead of service stamps, and if this experiment proves successful it may be extended to other large offices also. Much time is spent in all offices in the maintenance of service stamp accounts. Thus time and labour could be saved by the use of franking machines in consultation with the Postal Department.

400. In general we would recommend the use of up-to-date mechanical aids like calculating machines and cash registers wherever the volume and nature of business transacted in Government offices justify it. We are not able to specify the exact type of machines which would be useful in different offices, but in general we think that expenditure on such up-to-date appliances, and even on a sufficient supply of typewriters, should not be grudged or regarded as waste of money.

401. In the Secretariat a system of electric clocks, governed by a master clock, would be an improvement over the miscellaneous collection of time-pieces now to be seen on the walls and desks in the building.

402. We also recommend that telephone communications among a larger number of offices and places, especially in the mofussil, should be established. We are aware of the paucity of telephone materials prevailing at present, but some progress towards quicker means of inter-official communication is essential if a modern standard of efficiency is to be attained.

PEONS.

403. The allocation of peons to offices and officials has been made in the light of the Thomas Committee's recommendation, and except in one case we cannot suggest any reduction until such time as the use of an internal communication system may lessen the need for messenger service.

404. But in the case of the peons assigned for duty at secretaries' residences, we think there is scope for reduction. Each secretary has two peons detailed for duty at his house or flat, the intention being that each man should remain on duty for twenty-four hours alternately. The result is that they come on duty every other day. We are not sure whether in fact these men do remain on duty during the night, and in any case we think there is no need for it. Alternatively,since these peons are not supposed to do any private work, there is no need for them to be on duty at the residence during office hours when the secretary is away from home, and their attendance should be required only during the remainder of the twenty-four hours. In either case there is no justification for giving these men a day's rest every second day, and in fact no need for more than one peon at the residence. One of our members, Sir Ivon Taunton, has told us that his experience as Chief Secretary was that the peons at his residence came on duty only for an hour or two in the mornings and evenings and were not in attendance

either during the day time when he was in the Secretariat, or during the night. He could not recall any instance of interference with Government work owing to the absence of a peon during the night time. If this was the experience of the Chief Secretary, we presume that the case of other secretaries can hardly be different. To call such duty "work" is a misnomer and, when rendered only every alternate day, it becomes a farce. Most of the secretaries live on Malabar Hill within easy reach of the Ministers' bungalows, and with telephone communication available, we think that the chance of any detriment to Government business arising from the absence of a peon during part of the 24 hours is too remote to justify the cost of maintaining two men in semi-idleness. Accordingly we recommend that only one peon should be detailed for duty at secretaries' residences.

Petitions.

405. Some district officers have informed us that much of their time is taken in reporting upon petitions received direct from Government, although the subject matter in many cases could have been dealt with by themselves or even by subordinates without the intervention of Government. We have examined the rules and orders relating to the submission of petitions to Government and find that, if duly observed, they provide fully for the disposal of petitions in such a way that neither Government need be troubled with comparatively trifling matters, nor need district and departmental officers be put to the necessity of making reports to Government on matters which lie within their own competence. We would therefore recommend that when Government receive petitions, which according to the rules should have been first submitted to some lower authority, they should forward these for disposal and not require reports until a stage is reached in which the intervention of Government has been provided for by the rules.

General Administration Report.

406. We have received a special reference from Government on the desirability of continuing the annual publication of the General Administration Report of the Province. It has been suggested that, in view of the periodical survey of the activities of departments by the Director of Publicity, the continuance of this annual publication is not necessary. We have given careful thought to the suggestion, but are unable to agree to the view that the publications issued by the Director of Publicity are an adequate substitute for the objective and statistically

supported information contained in reports published under Government authority. A publication like the Annual Administration Report of the Province is very useful not only to Government departments but also to the public which is interested in the various activities of Government. The need for such a publication, objective and informative, was never so great as it is at present when the public as a whole is anxious to acquaint itself with the working of Government departments and has been empowered to influence it by criticism and suggestion. The publication of the report should be entrusted to an officer specially appointed for the purpose as was the practice previously. We do not consider that the Director of Publicity, who is mainly concerned with propaganda and current information, is an appropriate agent for the publication of such a report.

Financial Implications of Legislative Proposals.

407. While the Rules of Business and the instructions thereunder require reference to the Finance Department of all legislative proposals affecting the finances of the Province, there is no provision for explaining to the Legislature the financial implications of measures which Government propose to introduce. In this respect the practice followed in our Legislature differs from that of the British Parliament. The Statement of Objects and Reasons appended to bills introduced in our Legislature is neither so detailed nor so specific in regard to financial effect as is its British counterpart, the " Explanatory and Financial Memorandum ". It is necessary that both Government when preparing legislative proposals and the Legislature when considering them should acquaint themselves fully with the immediate as well as long-term financial implications of each measure. As noted above the Rules of Business, if properly observed, would ensure scrutiny by the Finance Department, but to enable a similar scrutiny to be exercised by the Legislature the more systematic practice prevalent in the United Kingdom should be followed in our province. We therefore recommend that the statement of objects and reasons attached to a bill should be amplified so as to include a brief explanation of the financial issues involved. Any modification in the Rules of Business that may be found necessary should be undertaken at an early date. The need for such careful scrutiny of financial effects was never so great as at the present moment, when new legislative measures affecting both the revenue and expenditure of Government are being passed at an unusually rapid pace.

CHAPTER XIV.

CONCLUSION.

408. We thus conclude our survey of the administrative machinery of Bombay Province and our recommendations designed to make it more efficient and economical. As desired in our terms of reference we have taken into account the special bearing that the Reconstruction and Development plans of Government have on both these aspects of administrative reorganisation. Our appointed task was to suggest methods not only of curtailing expenditure but also of increasing efficiency, and hence we have not been deterred from making suggestions which in a few cases may add to public expenditure, as we felt convinced that such additional expenditure would not only promote efficiency, but would ultimately make for real economy. Our detailed recommendations regarding recruitment, training, conditions of service and retrenchment of staff, where this last has been found necessary, will we hope supply the means of maintaining a high level of efficiency and economy in the administrative machinery of the Province.

409. Amongst the persons and associations who have supplied us with their views there was a preponderant element of non-officials. On the other hand, among those whom we invited to tender oral evidence before us departmental officers holding responsible positions were in a large majority. This was no accident. In appraising the working of the existing administrative machinery and in suggesting ways of making it more economical and efficient, we sincerely desired to derive the maximum possible benefit from the views and experience of those on whom would fall the responsibility of implementing our recommendations. While we could not be unmindful of the new political situation created in the country after August 15, 1947, and while we have made the best possible use of administrative experience here and elsewhere, which was available to us, we have been at pains to reconcile the somewhat loose and uninformed concepts of laymen with the practical experience of administrators. Thus we have arrived at what appears to us a scheme of administrative reorganisation which can be put into effect forthwith.

Financial Effect.

410. In so far as economy, as distinguished from efficiency, was the object of our enquiry, the measure in which we have succeeded in attaining it must depend on action taken on all parts of our report.

In respect of our suggestions for a limitation of recurring burdens on the provincial revenues and a restriction, for some time to come, of reconstruction and development activities mainly to productive schemes, the economical effects can only be judged in prospect. But their effect on the tax-collecting machinery of Government ought to lead more directly to increasing the yield of existing sources of revenue. With more efficient administration the actual outturn of service to the public for the same cost ought to be greater, thus securing economy in cost per unit of service rendered. Even so we find that if all our recommendations are accepted, an immediate saving of about twenty-five lakhs of rupees per year would ensue even in existing conditions of financial policy and administrative efficiency. The long-term financial effects, taking revenue with expenditure, capital investment with current charges and cost of administration with the yield in service, will of course be of a very much higher order.

Implementation.

411. The principal reason for confining ourselves to practical suggestions, capable of immediate application, was the consciousness of urgency. Things all the world over are moving so fast that unless we act in the present moment, we may have no opportunity to act at all. We therefore take leave to urge on Government the extreme importance of early consideration and implementation of our report. Only next to speed is in our opinion the need for bold action on the highest level. Not only by the composition of our personnel, but by our deliberate intention, the last thing to escape our notice would be a really significant practical difficulty. But those who are accustomed to the established order of things are bound in many cases to imagine the existence of other difficulties in the way of adopting our recommendations, especially if any of these work to their own disadvantage. We know that this factor has militated against effective action on many a report of committees like ours. While we fully and freely recognise that it is for Government who appointed us to decide whether they will accept our report, we cannot but enter, in the light of past experience, a caution that if the opinion of departments concerned is ultimately to prevail in the sphere of action on recommendations that are unpalatable to them, this report need hardly have been written. Delay and departmental obstruction have been the lot of most reports which aimed at far-reaching reform in existing institutions. It is for Government to decide whether in

the fast changing complex of internal and international events, it is not now necessary to cut resolutely through these two traditional blocks.

ACKNOWLEDGMENTS.

412. Our last is the most pleasant duty of all. We have to place on record our sincere appreciation of the leadership of Dr. Jivraj Mehta under whose chairmanship we commenced our labours. As Dr. Jivraj Mehta severed his active connection with the Committee soon after the 15th of August 1947, he is in no way responsible for the main report, though such of the interim reports as were submitted before that date were fully endorsed by him. We are further indebted to him for having personally assisted us at a later date with his views on the reorganisation of the Medical and Public Health Departments.

413. One of us, Mr. J. Santos, worked as Secretary of the Committee throughout the initial period of organising the enquiry. In fact it was not till 11th August 1947, by which time we had already submitted eight interim reports, that he was relieved of the onerous duties of Secretaryship of the Committee, which he had had to perform in addition to his heavy work as Financial Adviser to Government. For the invaluable assistance that the Committee derived from the experience and ability of Mr. Santos as Secretary the best thanks of his colleagues are due to him.

414. When Mr. M. R. Yardi took over the Secretaryship the main enquiry had only just begun. With his characteristic devotion, industry and skill he has helped the Committee to complete its work according to plan. We desire to record our grateful recognition of his services.

415. Mr. M. V. Tilve, our Assistant Secretary, throughout brought to his duties a rich store of knowledge of administrative and financial procedure and proved an unfailing source of assistance in all matters where information had to be procured. He and the staff under him have assisted wholeheartedly in our work. But for such assistance we should not have been able to complete our report according to the pattern which we adopted at the outset.

D. G. KARVE,
Chairman.
S. B. TYABJI.
IVON TAUNTON.
J. SANTOS.

M. R. YARDI,
Secretary.

MATHERAN, 30TH April 1948.

APPENDIX A.

GENERAL QUESTIONNAIRE.

1. What is your general opinion of the present administrative machinery in this Province ? Is it efficient and economical ? If not, in what respects is it not so and what remedies would you propose ?

2. In view of the contemplated extension of the Reconstruction and Development activities of Government, do you consider that the present organisation of Government departments satisfies the tests of efficiency and economy ? If not, in what respects would you suggest a modification of the same ?

Note.—If a modification is suggested, a detailed working out of the suggested scheme would be welcome.

3. Have you any special interest in or knowledge of any particular departments ? If so, have you any detailed suggestions to make for their improvement in the matter of efficiency or economical administration ? Have you any change to suggest in regard to the policies followed by those departments ?

4. Do you consider that the present expenditure on salaries, allowances and pensions is entirely necessary and calculated to provide efficient service ? If not, can you suggest modifications ?

5. Do you consider that the present methods of purchase of stores and construction and maintenance of works are economical and efficient ? If not, can you suggest improvements ?

6. Do you consider the growth of expenditure, temporary and permanent, on administrative machinery generally or in any particular departments, since 1938-39, justified ? If not, what exactly are the reasons for your opinion and how do you think the growth should now be arrested and to what extent ?

Note.—In answering this question, the increasing extent and variety of Government functions should be taken into account.

7. What is your opinion of the administration of the various controls in force at present ? Would you advocate any modifications ?

8. Have you had dealings with any of the new departments of Government, such as the Civil Supplies Department, including its Food, Textile and Milk Branches ?

If so, do you consider that any improvements can be effected in the working or organisation of those departments ? In what respects can such improvements be made ?

In particular, what is your view regarding the suggestion that the functions of the Civil Supplies Department should be discontinued or transferred to the trade ? Please give reasons for your answer.

9. Is the organisation of the several departments of Government in the rural areas in sufficiently living touch with the needs of the people ? Does it suffer from any special defects, such as overlapping, undefined responsibility, inaccessibility, excessive formalism or lack of responsiveness ? If so, can you give instances in support of your judgment and suggest reforms ?

10. Is the district organisation of the revenue, judicial, police, public works and other departments such as to ensure prompt, efficient and honest service ? If not, in what directions do you find it defective ? Can you suggest any remedies ?

11. Does the present system of general and departmental administration in rural areas and in district headquarters utilise, to the maximum possible extent, the services of public-spirited citizens, either individually or through institutional channels ? If not, can you recommend any improvements calculated to bring suitable non-officials and institutions nearer to the administration of the Provincial Government, with due regard to the initiative and responsibility to be exercised by the officers concerned ?

12. Do you think that there is any scope for the greater use of mechanical aids to efficiency in Government offices ? If so, please make detailed proposals.

13. Are you satisfied with the present relations of local self-governing bodies and other non-official bodies like the co-operative societies with the administrative departments of Government ? If not, what reforms have you to suggest ?

14. Do you consider that the divisional commissioners perform any essential function in respect of the district administration on the one hand and the Provincial Government on the other in respect of the people of the division in general ? Have you any modification of

the system to suggest ?

15. Have you any suggestions to make regarding officers similarly situated in other departments such as superintending engineers, deputy inspectors general of police and conservators of forests ?

16. Do you think that the divisional commissioners and collectors can be utilised as agents for integrating the administration of the important departments of Government ? If you see any desirable possibilities in this direction, please suggest details of reform.

17. Are you satisfied with the present Secretariat organisation in respect of (*a*) efficiency of disposals and (*b*) its relations with (1) the heads of departments and (2) the public ? If not, what particular changes would you desire ?

18. Have you any specific suggestions to make regarding curtailment of staff in any departments ?

19. Have you any proposals to make regarding the re-employment of surplus war-time staff of Government departments either in the existing departments or in any additional activities that you may consider suitable for Government to undertake ?

20. Do you consider the present methods of recruitment followed by Government satisfactory ? If not, what modifications would you suggest ? In particular, are you in favour of the system of competitive examinations ?

21. Do you think that the dearth of candidates for employment, particularly technical employment, which has been experienced in several departments during the last few years is likely to continue ? If so, what measures would you propose for ensuring a better supply ?

22. In your opinion, are the present facilities for the training of prospective recruits for the various departments of Government sufficient ? If not, what measures would you propose for the expansion of these facilities ? If you so desire, you may confine your reply to any particular department or a section of a department.

23. Do you consider that any system of departmental training after recruitment is desirable ? If so, what kind of training and what agency

for such training would you recommend ?

24. Do the existing permanent pay scales of Government servants in their several classes and grades require revision ? If so, what should be the general lines on which the revision should be carried out ?

25. Should the pay scales be varied from time to time according to the cost of living ? If so, in what manner ? Or would you advocate stable pay scales based on a long-term view ? In the latter case, should the present dearness or war allowances be continued and, if so, at what rates ?

26. What is your idea about a minimum wage for Government servants ?

27. What are your views on the employment of suitably qualified women in Government service on the same terms as are given to men ? Do you think that there are any particular departments in which the employment of women should be (1) encouraged or (2) discouraged ?

28. Have you anything else to state or suggest regarding matters covered by the Committee's terms of reference ?

APPENDIX B.

LIST OF WITNESSES.

1. ADVANI, Mr. P. B., O.B.E.,
   Electrical Commissioner with the Government of Bombay.

2. ADVANI, Lt.-Col. R. T., I.M.S.,
   Inspector General of Prisons.

3. BAKHLE, Mr. D. S., O.B.E., I.C.S.,
   Secretary to Government,
   Civil Supplies Department.

4. BAPAT, Mr. R. S.,
   Assistant Engineer (Retired).

5. BARFIWALA, Mr. C. D.,
   Director, Local Self-Government Institute, Bombay.

6. BARVE, Mr. S. G., I.C.S.,
   Collector of Poona.

7. BASU, Mr.,
   Messrs. Ibcon Limited, Bombay.

8. BAVDEKAR, The Honourable Mr. Justice R. S., I.C.S.

9. BENJAMIN, Khan Bahadur S.,
   Collector of Surat.

10. BHANDARI, Lt.-Col. M. G., C.I.E., I.M.S.,
    Surgeon General with the Government of Bombay.

11. BHANSALI, Mr. M. D., I.C.S.,
    Commissioner of Excise and Sales Tax.

12. BHAT, Mr. M. D., C.I.E., I.C.S.,
    Chief Secretary to Government.

13. BHIDE, Mr. V. S., C.I.E., I.C.S.,
    Chairman, Bombay Port Trust.

14. BHUJPURIA, Mr. K. M.,
    President, The Indian Grain Dealers' Federation, Bombay.

15. BOUCH, Mr.,
Messrs. Ibcon Limited.

16. CHOUDHARY, Mr. T. M.,
Collector of Kaira.

17. DEHEJIA, Mr. V. T., I.C.S.,
Secretary to Government,
Home Department.

18. DESAI, Mr. M. J., C.I.E., I.C.S.,
Principal, All-India Administrative Training School.

19. DEVDHAR, Mrs. INDIRABAI,
President, The Maharashtra Branch of the All India Women's Conference.

20. DEVJI RATANSEY, Mr.

21. DHARMA VIRA, Mr., O.B.E., I.C.S.,
Textile Commissioner.

22. DIAS, Mr. A. L., I.C.S.,
Director of Civil Supplies.

23. FERNANDEZ, Mr. S. H.,
Assistant Controller of Rationing.

24. GANDHI, Dr. K. A.,
Director of Public Health.

25. GANDHI, Mr. RATILAL M., M.L.C.,
President Indian Merchants Chamber, Bombay.

26. GHATGE, Mr. S. A.,
Collector of Sholapur.

27. GIDWANI, Mr. V. L., I.C.S.,
Deputy Commissioner of Sales Tax.

28. GODBOLE, Mr. Y. A., C.S.I., C.I.E., I.C.S. (Retired),
Chairman, Bombay Public Service Commission.

29. HAMMETT, Mr. R. H., C.I.E., I.S.E.,
Secretary to Government,
Public Works Department.

30. HAMPTON, Mr. R. K.,
Superintendent, Bombay City Police.

31. HEBLE, Mr., M. N.,
Backward Class Officer.

32. HOLT, Mr. E. H., I.C.S,

33. JOGLEKAR, Mr. V. K.,
Executive Engineer, Poona Irrigation Division.

34. JOSHI, Mr. D. S., I.C.S.,
Joint Secretary to Government,
Education and Industries Department.

35. JOSHI, Rao Bahadur N. S.,
Executive Engineer, Nira Canals Division.

36. JOSHI, Mr. R. C., I.C.S.,
Collector of Ahmednagar.

37. JOSHI, Mr. S. V.,
Director of Labour Administration.

38. KALE, Mr. C. G., C.I.E., I.S.E. (Retired),
Chief Engineer, Public Works Department.

39. KALYAN RAMAN, Mr. A., I.A.A.S.,
Director of Civil Supplies (Accounts).

40. KAMATH, Rao Sahib, K. B.,
Deputy Secretary to Government,
Health and Local Government Department.

41. KAMTE, Mr. N. M., M.B.E., I.P.,
Inspector General of Police.

42. KANGA, Mr. M. P., J.P.,
Director of Industries,

43. KARANDIKAR, Mr. S. K., I.S.E.,
Superintending Engineer, Central Division.

44. KHAN, Mr. HABIBULLA,
Consulting Surveyor to Government.

45. KHURODY, Mr. D. N.,
Deputy Milk Commissioner.

46. KILLEDAR, Mr. M. M., M.L.A.

47. KIRLOSKAR, Mrs. YAMUNABAI,
Secretary, The Maharashtra Branch, All India Women's Conference.

48. KULKARNI, Mr. D. D.,
Assistant Superintendent of Stamps.

49. LAD, Mr. P. M., I.C.S.,
Secretary to Government, Legal Department.

50. MADAN, Sir JANARDAN, C.S.I., C.I.E., I.C.S. (Retired).

51. MASCARENHAS, Mr. W. X., I.S.E.,
Director of Agriculture (Engineering).

52. MATHRANI, Mr. K. P., I.C.S.,
Deputy Secretary to Government,
Finance Department.

53. MEHTA, Dr. J. N.,
Director-General of Health Services.

54. MIRCHANDANI, Mr. T. K., M.B.E.,
Conservator of Forests.

55. MONANI, Mr. M. G., I.C.S.,
Joint Secretary to Government,
Political and Services Department.

56. MOORE, Mr. J. M.,
General Manager, Ibcon Limited.

57. MULEKAR, Mr. M. J.,
Assistant Secretary to Government,
Health and Local Government Department.

58. MURTI, Mr. N. V. S., I.S.E.
Housing Commissioner.

59. NADKARNI, Rao Bahadur S. N.,
Secretary, Provincial Prohibition Board.

60. NAIK, Mr. A. S., I.C.S.,
Collector of Bijapur.

61. PATEL, Mr. BABUBHAI J., M.L.A.

62. PATEL, Mr. B. P., I.C.S.,
Registrar of Co-operative Societies.

63. PATWARI, Mr. P. B.,
Chairman of District School Board, Ahmedabad.

64. PAWATE, Mr. D. C.,
Director of Public Instruction.

65. PRADHAN, Mr. D. R., I.C.S.,
Secretary to Government,
Health and Local Government Department.

66. SALDANHA, Mr. C. J.,
Superintendent, Government Printing and Stationery.

67. SAMARTH, Mr. R. N., O.B.E.,
Controller of Rationing.

68. SANKAPAL, Mr. G. M., M.B.E.,
Director, Economics and Statistics Bureau.

69. SARAIYA, Mr. R. G., O.B.E.

70. SARDESAI, Mr. V. N., I.C.S.,
Secretary to Government,
Revenue Department.

71. SATHE, Mr. D. D., I.C.S.,
Provincial Motor Transport Controller.

72. SATHE, Dr. V. L., B.M.S. (Retired).

73. SETNA, Dr. S. B.,
Director of Fisheries.

74. SHAH, Mr. D. A.,
Joint Registrar for Village Industries.

75. SHIWESHWARKAR, Mr. S. W., M.B.E., I.C.S.,
Deputy Textile Commissioner.

76. STREATFIELD, Mr. T. E., I.C.S.,
Milk Commissioner.

77. SUBBARAYUDU, Rao Bahadur M. V.,
Deputy Director of Civil Supplies (Accounts).

78. THANAWALLA, Mr. R. P.,
Additional Director of Civil Supplies (Enforcement).

79. THATTE, Mr. V. M.,
Officer on Special Duty, Stamp Office.

80. UPPAL, Dr. B. N., M.B.E.,
Director of Agriculture,
(Education and Extension).

81. VAS, Mr. E. T. C., I.F.S.,
Chief Conservator of Forests.

82. VENKATAPPIAH, Mr. B., I.C.S.,
Secretary to Government,
Finance Department.

83. VINCHOORKAR, Sardar N. G., C.B.E., M.L.A.

84. VYAS, Mr. B. S., I.S.E.,
Secretary to Government,
Public Works Department.

85. WAGLE, Mr. N. M., I.C.S.,
Food Controller.

APPENDIX C.

LIST OF INTERIM REPORTS.

		Dates of submission.
*1.	Recruitment to Higher and Subordinate Services ..	13th March 1947.
2.	Enforcement Branch in Civil Supplies Department ..	11th April 1947.
3.	Revision of the Pay scales of the Provincial Government Servants ..	8th May 1947.
4.	Age of Retirement of Government Servants ..	14th July 1947.
5.	Housing Organisation set up under Provincial Housing Board ..	24th May 1947.
*6.	Creation of Under Secretary's Post in the Health and Local Government Department ..	28th June 1947.
*7.	Absorption of Temporary or Retrenched Staff ..	31st July 1947.
8.	Civil Supplies Department ..	6th August 1947.
*9.	Scheme of Subsidised Medical Practitioners ..	1st September 1947.
10.	Strengthening of the Finance Department by addition of a Cost Accountant ..	11th September 1947.
11.	Scheme for the Absorption of Section-writers in Judicial Department into Government Service ..	22nd September 1947.
12.	Reorganisation and Strengthening of Control Orders Police ..	5th November 1947.

*Not printed.

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		Dates of submission.
*13.	Question whether new Posts in Government service should be initially sanctioned on a temporary basis ..	18th November 1947.
14.	Secretariat Typists ..	5th January 1948.
*15.	Question of setting up of a separate Department of Excise and Prohibition ..	11th February 1948.
*16.	Special Organisation for technical and industrial education ..	13th February 1948.

*Not printed.

APPENDIX D.

INTERIM REPORTS.

I—Enforcement Branch in the Civil Supplies Department.

1. We have examined the working of the Enforcement Branch on the basis of paragraph 8 of the " Review of Administration of the Civil Supplies Department " and paragraphs 55 to 72 of the Civil Supplies Department Retrenchment Committee's Report, as supplemented by the oral evidence tendered before us by the Supply Commissoner, the Additional Director of Civil Supplies (Enforcement) and the Superintendent of Police, Crime Branch II.

2. The functions of the Branch are three-fold—

(i) Detection and investigation ;

(ii) Prosecution ; and

(iii) Legal advice to the Civil Supplies Department.

3. For the purposes of (i) in the foregoing paragraph, Bomby City and the Suburban District are divided into sections, more or less corresponding to Police divisions, each in charge of an Inspector. These sections pick up information relating to breaches of the various control orders and pass it on to the Police with whose aid further steps are taken, like seizure of goods, making of " panchanamas " and making of test purchases. Wherever this preliminary material indicates that a case for prosecution exists, the necessary papers are prepared by the Enforcement Branch and the prosecutions launched mainly by the police. The initial information is collected by the watchers who number 90 in all and communicated to the inspectorial staff which numbers 110. These watchers belong to the most ordinary class of society and are therefore expected to use that class as their source of information. It seems to us that there is a two-fold defect in this part of the system. For one thing, these watchers are not in a position, except very indirectly, to keep an eye on the doings of the higher strata of society, and, even though the inspectors themselves might to some extent be able to make up for this, it is obvious that the arrangement does not go far enough : the bigger and more important class of offenders does not receive due attention, and to this extent the work of the Branch cannot be regarded

as in any way satisfactory. For another, the number of watchers being smaller than the number of inspectors, the information obtained cannot be sufficiently extensive. One would have expected that, as is usual in such cases, there would be several watchers attached to each inspector in order to provide adequate material for the latter's activities and those of the higher officers. Generally, such organisations are like a pyramid—broader at the base.

4. We have carefully reviewed the operations of the Enforcement Branch as a whole. So far as what may be termed the "field staff" goes, it would appear that the work done is much less than what might be expected of the organisation. During the years 1945 and 1946, the total number of prosecutions launched was 2180, while the number of cases investigated but not pursued was about 1720. This gives less than 1½ as the number of cases picked up every month by a member of the inspectorial staff. The corresponding figure of convictions is half a case. The record is clearly disappointing in view of the known general disregard of the control orders. Altogether, in the field of investigation and prosecution we think that the results produced by the organisation are not commensurate with the cost involved. This was admitted by the Supply Commissioner in his oral evidence given on the 23rd March 1947. In the course of the evidence he stated as follows—

"I have been looking into the question whether the expenditure on the Enforcement staff is jutified and whether from the efficiency point of view the existing arrangements are the best and my own conclusion is that it is not, and that both questions must be replied in the negative. First of all, the nforcement staff has not got police powers. Even a man borrowed from the Police, as soon as he is deputed to us, loses those police powers, because there is a legal hitch to our Inspectors being given police powers. All that happens now is that we pick up cases, do the preliminary investigation and then hand them over to the Police. During the riots we could not do this to our satisfaction, because the Police were not available being otherwise engaged on riot duty. There is some duplication of work, because when we pick up cases we have got to hand them over to the Police and they have to carry out their own investigations again under the law as it stands, and thereafter the cases are brought to the courts of law. The number of prosecutions which we have initiated ourselves is very small, only 7 cases in 1944. These were mostly

cases of non-declaration or wrong declaration of stocks. Also our Enforcement police in fact actually detected a small number of cases in 1944."

These remarks of the Supply Commissioner entirely bear out the conclusions arrived at by us independently after hearing the evidence of the Additional Director, Civil Supplies (Enforcement) tendered on the 4th March 1947.

5. We have been in particular much impressed by the fact that the essential work of the Enforcement Branch, being divided between that Branch and the Police, has, by reason of the dual responsibility, suffered a great deal. As usual in such cases it has become nobody's responsibility and each party has worked- or not worked –under the feeling that the responsibility is mainly that of the other. It seems to us that, if only for this reason, the arrangement should be terminated as soon as possible.

6. The Enforcement Branch is at present concerned with the enforcement of some 70 to 80 orders. We understand that a large number of these orders will either be soon withdrawn or allowed to lapse. The Hoarding and Profiteering Prevention Ordinance and the Consumers' Goods (Control of Distribution) Order lapsed on the 1st October 1946. The work relating to these two Orders was transferred to the Enforcement Branch when the office of the Controller-General of Civil Supplies of the Government of India was wound up at the beginning of 1946. These two Orders were the most important of the orders calculated to put a check on the rampant evils of profiteering and black markets. With the lapsing of these Orders, therefore, the work of the Enforcement Branch has lost a great deal of its previous importance.

7. In the course of his evidence, the Additional Director of Civil Supplies (Enforcement) mentioned the following as the reasons for which the work of his Branch has not been more effective :

(*a*) His staff has no powers to seize goods and documents or to make " panchanamas ". For this, it has to depend on the Police.

(*b*) There is a great deal of delay in the disposal of cases by the

courts, even by the three special courts which have been established by Government to deal with control orders. Even where powers of summary trial have been conferred, the Magistrates are reluctant to use them.

(*c*) The courts are reluctant to inflict deterrent or even adequate punishments. They generally inflict fines and even these are in most cases relatively small. Experience has shown that offenders are not afraid of such sentences.

(*d*) Magistrates follow the prescribed procedure of throwing the onus of proof on the prosecution. This makes the work of the prosecution difficult.

8. By way of remedy, the Additional Director of Civil Supplies (Enforcement) has suggested that his staff should be given the necessary police powers, that Courts should be advised to avoid delays in disposing of cases and to inflict deterrent punishments and that, if possible, special provision should be introduced in the cotton cloth and yarn and other important control orders to throw on the accused the onus of proving their innocence in circumstances similar to those contemplated by section 53 of the Bombay Abkari Act, 1878 and section 7 of the Bombay Prevention of Gambling Act, 1887.

9. We are convinced that the staff of the Enforcement Branch, which after all is temporary, cannot have the training and discipline necessary for the exercise of police powers. Whether it is practicable to shift the burden of proof from the prosecution to the accused in the manner suggested is for Government to consider.

10. That part of the duties of the Enforcement Branch which relates to giving advice on legal matters to the Civil Supplies Department is, in our opinion, a useful function. Occasions, we are told, often arise in which the various officers of the Civil Supplies Department require legal advice on points of comparatively minor importance with which it is not considered expedient to trouble the Remembrancer of Legal Affairs. Reports of offences against the control orders are also frequently received by officers of the Civil Supplies Department. It would appear that there is a tendency on the part of the public to make such reports to the Civil Supplies Department and not to the Police. Such reports are, we believe, very helpful, and we do not think it advisable to take the

risk of losing the information thus obtainable by requiring the public to resort against their will to the Police.

11. For the discharge of these two functions the Enforcement Branch may well continue in an attenuated form as recommended in paragraph 12 (2) below.

12. As we have mentioned, the most important part in the enforcement proceedings belongs to the Police. For this purpose a special branch has been created in the Police Department under a Deputy Commissioner, designated Crime Branch II and a similar branch exists for the Bombay Suburban District. In the circumstances explained above, it seems to us that the Enforcement Branch of the Civil Supplies Department is really not an enforcement branch at all. It is merely an intelligence agency carrying information to the Police and that too not very efficiently. The only real service it is doing is that of helping the Civil Supplies Department with legal advice. The essential work which it was intended to do, namely, actual enforcement of the various control orders, it is not doing at present. We accordingly make the following proposals—

(1) The work at present done in the Enforcement Branch relating to investigation and prosecution should be handed over entirely to the Police Department which should be adequately staffed for the purpose. That Department should be asked to take over that part of the staff of the Enforcement Branch for which it may have use and on terms appropriate to the Police service. The rest of the staff should be immediately disbanded.

(2) In our opinion, for the work of legal advice which will still remain, the large staff at present employed, particularly the highly paid Additional Director of Civil Supplies (Enforcement) and his gazetted Assistants, is not necessary and should be retrenched. We consider that for the purposes of giving legal advice to the Civil Supplies Department and for passing on to the Police whatever information is received by the former as also for the purposes of sanctioning prosecutions, the following staff is sufficient:

(*a*) An officer with sufficient legal qualifications and experience and with some knowledge of the Police courts. He should act as a liaison officer between the Civil Supplies Department and the

Police and work directly under the Supply Commissioner.

(*b*) A sufficient number of inspectors not exceeding six. These inspectors are intended for the work of verification of stock declarations and periodical statements, which should remain with the Enforcement Branch.

(*c*) Clerical and inferior staff according to the standard prescribed for a branch of the Secretariat.

(3) Special measures are required for ensuring that the magistracy fully appreciates the policy of Government in passing the various ordinances and enactments. Government should therefore take up with the authorities concerned the question of impressing upon the magistracy the necessity of expediting cases of offences against the control orders and of inflicting deterrent punishments. In particular the punishments inflicted should take the form of imprisonment wherever possible. Considering the class of offenders usually involved in the bigger type of cases mere fines are not likely to have the desired effect, whereas imprisonment is, we consider, the most effective kind of punishment in such cases. The imprisonment should also be of a substantial nature and should not, as often happens, take the form of imprisonment "until the rising of the Court".

13. e were informed that, under the present arrangements, the enforcement of textile control order is a responsibility both of the Central and the Provincial Governments. This duality of control is very undesirable. Under it the officers of the Provincial Government are not permitted by the Textile Commissioner to take any cognisance of breaches of the textile control orders upto the point of distribution of cloth to provincial licensees. Such an arrangement leaves the whole field of textile production virtually uncontrolled, as we understand from the Textile Commissioner that he himself has no machinery at his disposal either for investigation or for enforcement. This duality of administration has to be terminated forthwith, if the control orders are to produce any desirable results. Defects in such a duality of control would have been minimised, if adequate co-ordination of the activities of the officers of the two Governments charged with responsibility in this respect, had been established from the very beginning. We understand that co-ordination of this type has been, for the most part, lacking. That such an obviously unsatisfactory state of affairs should

have been allowed to continue for several years without steps being taken to get over this important lacuna in Government machinery responsible for the administration of the control orders, making it extremely difficult for various irregularities practised in textile production to be detected and for convictions to be brought home to the perpetrators of such irregularities, seems to us to be incomprehensible. We would therefore recommend that steps be taken forthwith to have the entire responsibility for the enforcement of textile orders within the limits of the Bombay Province placed in the hands of the Bombay Government. The enforcement of these orders would then be a special responsibility of Crime Branch II to which the whole task of enforcement of the provincial control orders should be allotted in accordance with the recommendations above. For the discharge of these special duties it may be necessary to give that Branch the assistance of a suitable number of persons with textile experience. We may here draw the attention of Government to the Government of India, Department of Industries and Supplies, Notification No. 73 TA/46, dated the 1st March 1947, under which Provincial Controllers have been authorised to exercise control over textile production and supply in the Madras Province.

II- Revision of Pay Scales of Provincial Government Servants.

14. One of our terms of reference reads as follows—

> "The detailed revision of permanent pay scales will be a matter for separate consideration by Government, but the Committee is not precluded from suggesting the broad principles of such revision."

15. With a view to enable us to make our suggestions in regard to this matter, we obtained from the Financial Adviser to Government, being the officer entrusted by Government with the task of submitting proposals for the revision of pay scales, a statement of the general principles on which these proposals would be based. With his Memorandum No. 6567/33, dated the 31st March 1947, the Financial Adviser forwarded a set of notes indicating his original proposals as tentatively approved by Government and the changes he desired to make therein in view of further material which had become available.

16. We have carefully considered the notes of the Financial Adviser. We find ourselves generally in agreement with him subject to the observations made immediately below and to the recommendations which we may have to make later after the completion of our whole enquiry.

17. To begin with, it seems to us desirable to indicate the general principles which, in our opinion, ought to guide Government policy in regard to salaries to be paid to its servants. These principles may be briefly stated as follows :

(*a*) Pay scales now fixed will dominate public expenditure for at least a generation. We are on the threshold of a new order of things. The pay scales should be fixed with reference to the basic consideration of our social and economic policy. Neither scales fixed at a time when State service was in its highest rungs predominantly foreign nor passing vicissitudes of price levels should influence the main characteristics of the pay structure.

(*b*) Central and provincial scales cannot be identical. The scales ought to have relation to the resources of the Governments concerned which differ widely. The supply of talent also varies from province to province.

(*c*) Government is even now the most important single employer of educated personnel. Its importance in this respect is bound to increase with the all-sided expansion of public activities now planned. This should make the State less apprehensive of private competition. The large scale expansion of education now contemplated is bound to affect favourably the supply of candidates for Government service. Exceptional talent of whatever kind earns its own price and no scales can be fixed for the same. Government ought to avoid framing pay scales on the basis of offering inducement to the best talent and then applying them to the generality of Government servants.

(*d*) Existing and prospective national income has a far closer relation to the scales of pay than to what may be regarded as a minimum wage. Payment of less than the latter by the State to its employees would amount to sweating or exploitation. Whereas payment of scales higher than are warranted by a just system

of taxation and public expenditure is only feasible by way of putting unjust burdens on the poorer sections of the community.

(e) Between the lowest and the highest salaries paid by Government the difference should not be as wide as it is at present, and a steady attempt must be made at narrowing it down.

18. Both administratively and financially it is a sound policy generally to maintain the existing classification of services into Class I and Class II, provided that persons directly recruited to the Class I services are required to possess qualifications definitely higher than those required of candidates recruited to Class II or that they are selected on the results of a competitive examination conducted by an authority like the Public Service Commission. In departments, however, in which the differentiation between the two classes is not necessary or possible, either because of the mode of recruitment or because of the difficulty of distinguishing between the importance and responsibility of the duties respectively performed by Class I and Class II officers, the two-fold classification may be dispensed with and the two groups treated as one gazetted service.

19. In departments in which the superior posts are divided into two classes of services, there should be a single scale of pay for each class. Junior and senior scales should, however, be provided in departments, if any, in which such posts are to be constituted into a single class on the grounds indicated above.

20. Having regard to the general economic condition of the country and of the Bombay Province and the necessity for Government to take the low national income into account in setting a standard of payment for services, the range of the typical revised scales for Classes I and II should, in our opinion, be from Rs. 350 to Rs. 1,000 and from Rs. 220 to Rs. 650 respectively, with in either case a suitable lower rate of pay during the probationary period as at present in force.

21. Similarly, we consider that the pay of heads of the important departments should not go beyond Rs. 1,600. The pay scales for the Official Assignee and the Administrator General should be fixed at a suitable figure within this limit of Rs. 1,600.

22. In view of what we regard as a minimum wage for workers in this Province, the general scale for peons all over the Province should

be from Rs. 30 to Rs. 50 per month, appropriate increases being allowed in the case of their petty officers.

23. The scales for "qualified" clerks all over the Province should be subject to a minimum of Rs. 60 and a maximum of Rs. 300 per month, corresponding adjustments being made in the scale for non-ministerial staff in the subordinate services. "Non-qualified" clerks should start at a lower level, the minimum being placed at Rs. 45 per month.

24. The scales for part-time servants should be fixed proportionately on the basis suggested for comparable whole-time servants.

25. In the subordinate services, the existing practice of giving higher starting pays to ordinary graduates and honours graduates should continue. "Double" graduates should be placed in one of these two categories according as they hold an ordinary or honours degree, and there should be no further discrimination in their favour.

26. A house rent allowance should be granted to all employees with certain restrictions as regards pay limits and areas on the lines indicated in the following table :—

Pay of Officers.	Cities with population over 1 lakh.	Cities with population over 5 lakhs.	Bombay.
	Rs.	Rs.	Rs.
Below Rs. 55	5	7	10
Below Rs. 55—100	7	10	15
Below Rs. 101—250	10	15	20
Over Rs. 250 ..	*5% of pay.	*7½% of pay.	*10% of pay.

*To cover the actual rent paid in excess of 10% of pay but limited to 10% of pay for residential accommodation approved by competent authority.

Government servants who are liable to transfer between the mofussil and Bombay (including Salsette) should, when posted at the latter place, receive in addition a compensatory allowance. The amount of this allowance should be approximately equal to the rates at present prescribed

for Salsette, so that with the addition of house rent allowance as proposed above it will be more or less equal to the compensatory allowance prescribed in appendices XV and XVII of the Bombay Civil Services Rules for Bombay City. Considering the cost of living in Bombay City and Salsette, we are of the opinion that there is no longer any justification for discriminating against those whose place of work happens to be in Salsette. This compensatory allowance should be admissible to both gazetted and non-gazetted services.

27. We agree with the Financial Adviser that in big cities other than Bombay there is no need for giving compensatory cost of living allowance : the proposed house rent allowance should suffice for Government servants stationed in these cities.

28. The present dearness and cost of living (war) allowances at the rates laid down in the orders now in force should be continued. We do not agree that officers drawing above Rs. 1,000 should no longer receive an allowance for the high cost of living consequent on the war. For the purposes of the cost of living allowance, however, we would replace by the limit of Rs. 1,600 the present limit of Rs. 2,000 after which that allowance is given only for the purposes of marginal adjustments. We understand that in the matter of these allowances the Government of Bombay have so far been largely guided by the orders issued by the Government of India for Central servants. Should the Government of India make a substantial change in their rates, particularly in regard to the lower income groups, the question of making a corresponding change should be considered by the Provincial Government in regard to the rates recommended above by us for their servants, subject always to the maintenance of the limit of Rs. 1,600.

29. All allowances and concessions introduced during the war to meet the high cost of living such as temporary increase in pay and temporary additional pay will cease on the introduction of the post-war revised pay scales together with the new dearness allowance.

30. In view of the increased pay scales recommended for the lower salary groups and the Government policy of extending free and compulsory primary education in this Province, we consider that there is no case for instituting any children's education allowance for Government servants.

31. The Financial Adviser has proposed that establishments which are not liable to transfer between Bombay and the mofussil but are always stationed in Bombay should, as at present, be continued on consolidated Bombay rates of pay and not be brought on the general scales with compensatory and house rent allowances. This proposal is based chiefly on grounds of expediency. It would be a difficult task to fix on new general scales the pays of existing men who are drawing consolidated rates of pay. In any case, the majority of the Government servants concerned would probably elect to remain on their existing consolidated Bombay scales. This would mean continuance of and addition to the multiplicity of pay scales which it is one of the objects of the present revision to abolish, as the maintenance of such scales leads to a large amount of avoidable work all over, particularly in the Secretariat and the audit offices. We are of the opinion that logically it would be better to have general scales for the whole Province with special provision, in the case of Government servants employed in Bombay, for local compensatory allowance. In view, however, of the practical difficulties mentioned by the Financial Adviser, we recommend the continuance, in the case of establishments permanently stationed in Bombay, of the present system of consolidated Bombay scales which should be based on the addition to the general scales of amounts comparable to the house rent and local compensatory allowances admissible under our proposals for the several groups.

III—Age of Retirement of Government Servants.

32. We have carefully considered the question of the age of retirement of Government servants and the recommendations of the Central Pay Commission thereon and have come to the conclusion that the existing rule, *viz.*, Bombay Civil Services Rule 161, should continue unaltered in its essential provisions and this for the following reasons. The present rule fixes the age of compulsory retirement at 55 years for the majority of Government servants, both ministerial as well as executive. We are of the opinion that this is sound in practice. It is no doubt true that many public servants at the age of 55 years are, generally speaking, very useful from the point of view of experience and judgment ; but on the other hand they are usually wanting in the matter of physical energy and are thus often not fully equal to the responsibilities of their position. Some of them indeed may be more useful at that age in some other employment of a less strenuous character which, while utilising their

experience and insight, does not put a heavy strain on their energies. In the wider interests of the country also such persons had better be set free for such work which may often lie in the field of social service and the like.

33. As a connected but integral part of the above recommendation, we suggest that Government should amend the present leave rules so as to permit a Government servant, who has attained the age of superannuation, to avail himself without restriction of whatever privilege leave or corresponding leave on average pay or earned leave may be at his credit at the time of retirement.

IV—Housing Organisation set up under Provincial Housing Board.

34. Paragraph 3 of the Finance Department letter dated 26th April 1947 reads as follows :—

"The Committee's advice is sought on the following points :—

(i) pay and status of the Housing Commissioner,

(ii) pay and status of the Assistant Housing Commissioners, and

(iii) any allied matters."

35. With a view to enable us to make our suggestions in regard to this matter, we went carefully through the annexures to the Finance Department letter, a note containing the observations of the Housing Commissioner on the comments made by the Public Works Department and a connected note on the Housing Organisation submitted by the Housing Commissioner at our request. Both the Housing Commissioner and the Secretary, Public Works Department, also tendered oral evidence before us. We further had an opportunity to appreciate by personal discussions the respective view points of the Honourable the Ministers for Labour and Public Works.

36. We wish it to be specifically understood that our present recommendations concerning the pay and status of the Housing Commissioner and the assistant housing commissioners should be received without prejudice to the general principles of pay scales which

have already been recommended to Government by us and to the findings of the general review of all the departments of Government which we are undertaking as our main task.

37. We are not at this stage called upon to make any recommendations regarding the structure of the Housing Organisation. This has already been set up as distinct from the Public Works Department and as part of the Department of Housing and Labour. In deciding upon the appropriate status and pay of the senior posts of the department, therefore, we have to be guided by the nature and importance of the functions attached to them. In doing so it is natural to expect that the status and pay attached to the newly created posts should be comparable with similar posts in the established departments of Government.

38. The functions of the Housing Organisation are partly of an engineering and partly of an administrative or organisational character. Within each one of these two classes of functions there are specialized functions for which the Housing Organization will have to employ the services of specialized staff obtained from the existing departments of Government or recruited freshly for the purpose. While, therefore, the Housing Commissioner and the assistant housing commissioners will have to discharge some organizational and administrative functions along with their engineering and constructional functions we do not consider that these are exceptional either in their nature or importance. Considering the present stage and immediate prospect of the tasks that the Housing Organization is called upon to perform we recommend that the status and pay of the Housing Commissioner and the assistant housing commissioners should conform respectively to those of a superintending engineer and executive engineer in the Public Works Department.

39. We do not favour the proposal to make the Housing Commissioner secretary to Government. There is a manifest need for separating technical from administrative scrutiny. While the former may be left exclusively to the Housing Commissioner, the latter must, in our opinion, continue to be the responsibility of the appropriate secretariat staff attached to the Labour and Housing Ministry. With a view to expedite the activities of the Housing Organization which is called upon to meet an urgent social need we propose that final powers of technical sanction should be conferred upon the Housing Commissioner, subject to such general conditions as may be laid down by the Housing Board. In view

of this added responsibility of the Housing Commissioner we recommend that he should be given a special pay of Rs. 200 per mensem.

40. While our fuller review of this and other allied departments can only be undertaken at the proper stage of our general inquiry we feel that, in view of the general shortage of technically trained men which is being acutely experienced at the present moment, it is essential that all available staff should be utilized in such a manner as would best serve the overall needs of Government. So far as engineering staff is concerned, we suggest that recruitment of new staff for all departments and transfers of staff already in Government service should be co-ordinated by a Committee of the Cabinet.

41. Our recommendation with regard to the status and pay of the Housing Commissioner and assistant housing commissioners has been made on the basis of the present activities of the organization and of their probable extension during the next couple of years or so. If as a result of increasing supply of material and men on the one hand and of growing co-operation on the part of employers' organizations and local bodies on the other, the activities of the Housing Board were to be considerably expanded in point of the magnitude of works and of the area covered it may become necessary to reconsider the question in the light of the altered situation.

V—Civil Supplies Department.

42. We are asked in Finance Department letter No. 6384/33B, dated 16th December 1946 to give priority to the consideration of the question of retrenchment in the Civil Supplies Department. It has not been found possible to submit this report earlier, as a large amount of material had to be collected and a number of witnesses had to be examined before we could arrive at any definite conclusions on the problems placed before us. We have also had to devote considerable time to the many special references made to us by Government. We have already submitted our interim report on the Enforcement Branch of the Civil Supplies Department. We submit below our interim report on the rest of that Department.

43. It will, we think, be readily understood that the field for retrenchment and reorganisation in the Civil Supplies Department is restricted. In so far as the Department is a temporary one, a measure

of contraction takes place almost automatically whenever particular controls are relaxed or withdrawn. Moreover, as a result of the special enquiries made by Khan Saheb R. K. Joshi, Officer on Special Duty (Organisation and Method) and by the Civil Supplies Department Retrenchment Committee, which were of a detailed nature, most of the obvious possibilities of retrenchment had been brought to light and large reductions made before we were appointed. In so far as the Civil Supplies Department organisation in Bombay City is concerned, we found that action on the recommendations of the Retrenchment Committee had already been taken ; but, in so far as the organisation in the districts is concerned, several recommendations have not as yet been carried out. We pointed this out to the Supply Commissioner in our letter No. 6745/33-X, dated the 30th May 1947, and we were informed that the questions were still under consideration. We suggest that these should now be finally decided.

44. The problem of maintaining essential supplies for the community assumed enormous magnitude since the year 1942, and Government had to assume control over the collection, distribution and even consumption of not only food grains but many other commodities such as cloth, sugar and kerosene. Control of supplies involved large purchases and systematic inspection and storage of food grains on Government account both under the basic plan of the Government of India and under the system of local procurement. In order to enable Government to cope with these new and pressing problems the Civil Supplies Department had to be created and rapidly expanded. The functions of this Department have been fluctuating from time to time, and this makes it necessary to have a safety margin of trained staff which can immediately be made available when a new control has to be brought into operation. The prospects of permanency of most of the activities of the Department are very uncertain ; but there seems no doubt that in view of the expanding responsibilities of Government some of them have come to stay.

Duration of Controls.

45. The examination of the Civil Supplies Department with a view to retrenchment and reorganisation at this stage presupposes the further continuance of the Department over a fairly long period. The first question therefore to which we addressed ourselves was how long the

present controls are expected to last. We understand from the Supply Commissioner that the position with regard to the controls is briefly as indicated below.

46. Some of the controls lapsed on 30th September 1946 on the expiry of the Defence of India Act and the Rules made thereunder and other emergency legislation. These are :—

(i) The Hoarding and Profiteering Prevention Ordinance,

(ii) The Consumer Goods Control Order,

and

(iii) The Sulphuric Acid Control Order.

As regards the remaining controls it is difficult to form any idea as to their continuance and duration. The only data which can be used for making an estimate are :—

(1) The provisions of the Essential Supplies (Temporary Powers) Act,

(2) The Bombay Essential Commodities and Cattle (Control) Act and

(3) Executive decisions reached by the Central and the Provincial Governments and authoritative expressions of opinion on the subject.

47. The Essential Supplies (Temporary Powers) Act has been made by virtue of the India (Central Government and Legislature) Act, 1946, and applies to the following essential commodities coming within the scope of the Civil Supplies Department—

(i) Food-stuffs (including edible oil and oil-seeds);

(ii) Cotton and woollen textiles;

(iii) Paper (including newsprint);

(iv) Petroleum and petroleum products; and

(v) Coal.

The duration of the legislative powers under the Essential Supplies (Temporary Powers) Act, which is determined by section 4 of the India

(Central Government and Legislature) Act, 1946, will in the first instance be only one year from 30th September 1946, but the Governor General is empowered to extend the period by a further period of two years. On an estimate of economic conditions as they obtained when the measure was enacted, the Central Government had taken power to themselves to extend it to a period of three years allowing for a further period of two years' extension by the legislature if found necessary. This would indicate that the regime of control in some form will in the case of foodgrains continue for a fairly long time.

48. In view of the overall position in regard to cotton textiles, control over them is not likely to be abrogated in the immediate future. The same seems to be the position in regard to sugar, paper, kerosene and coal. The control over woollen textiles has been withdrawn.

49. The Bombay Essential Commodities and Cattle (Control) Act, 1946, applies to essential commodities such as cattle feed, charcoal, drugs, firewood, milk, cotton, ready-made clothing, non-ferrous metals, brass, copper and aluminium utensils, matches, rags, waste-paper, jute, hemp, ice, rice-milling machinery, gunnies, twine and cattle of various kinds. The Act will remain in force for a period of two years from the first day of October 1946. It is unlikely that control over cattle and milk will be withdrawn before the expiry of the Act. In fact the Government's Milk Plan would require the continuance of these controls, though in another form, for a much longer period. Controls over drugs, non-ferrous metals, brass, copper and aluminium utensils and cattle feeds other than hay and gram-chuni have been removed from the 1st April 1947. Subsequently, control over rags, waste-paper, jute, hemp, gunnies and twine has been removed. With regard to the other commodities covered by the Bombay Essential Commodities and Cattle (Control) Act, 1946, it seems that the control is not likely to be removed before the expiry of the Act, *i.e.* before 1948.

50. We have thus come to the conclusion that the Civil Supplies Department will have to be in existence, though on a progressively shrinking scale, for the next few years. In fact, we feel that the Department may have to be continued permanently, like any other Secretariat Department, since it is likely that in future Government will have to control or regulate several of the trading activities of the community either directly or indirectly. We have therefore

recommended in a later part of this report that the structure of the Civil Supplies Department should be brought in line as soon as possible with that of the permanent Departments of the Secretariat.

Supply Administration and the Trade.

51. Before going into the details of the staff with a view to effecting retrenchment by means of purely internal reorganisation and readjustments, we addressed ourselves to the basic and fundamental question of policy, *viz.*, whether the time has now come when the functions of the Civil Supplies Department could be handed over to the trade with or without Government control or supervision. The present position is that the trade channels are entirely excluded at the procurement and storage stages though they are largely associated at the distribution stage through the authorised retail dealers. In view of the general feeling among the public and particularly the trading community that things could be better managed if the normal trade channels were restored we considered it necessary to look closely into this question. For assessing the relative merits of the case on either side we invited both officials of the Civil Supplies Department and selected individuals from the trading community to give evidence. We also issued a *Special Questionnaire* on the subject and examined the replies received.

Purchase and Procurement of Foodgrains.

52. The present position with regard to the purchase of foodgrains is as follows. This province has to obtain the bulk of its foodgrains from outside. The Central Government allot quotas in respect of the various foodgrains and also specify the areas from which they should be obtained. The procedure at this stage varies from province to province. In some provinces, as in the Central Provinces, the local Government do all the procurement work and make the stock available to the Bombay Government from their own godowns. They even load the wagons themselves. The representative of the Bombay Government merely holds a watching brief and can only protest if he spots a serious defect. In other provinces like the Punjab, they have an intermediate system. The Punjab Government buy from their merchants on a tender system. The selection of the tenderers and conditions are all decided by the Punjab Government, but the agent of the Bombay Government takes over from the traders' godowns or rather accepts delivery at the railway stations. Up to the last year, the Bombay Government's

representative had the right to inspect the consignments before they left and to charge rebates. At present the Punjab Government have themselves appointed an Export Inspecting Agent and have withdrawn from the Bombay Government the right to appoint an agent. The only check the purchasing administration can exercise is to reject a consignment on receipt. Yet another variation is illustrated by the system prevailing in Sind which generally follows the Punjab system, but purchases are made through the Sind Purchasing Board whose representative deals with the agents of this Government.

53. In certain Indian States such as Gwalior, the States appoint purchasing agents who purchase the grains under or at ceiling rates on behalf of the recipient administration. These purchasing agents are themselves merchants. They beat down prices so as to get the recipient administration the best prices, but the latter cannot protest unless the ceiling price is exceeded.

54. It is thus clear that on the whole there are no really free purchases. The quantities, quality and prices of foodgrains are mostly determined for this province by other administrations. In the present condition of an acute overall shortage the question has necessarily to be dealt with on an all-India basis.

55. So far as procurement of food-grains is concerned, we are emphatically of the opinion that it is neither practicable nor desirable at this stage to hand over that function of the Civil Supplies Department to private traders. There are strong reasons for this view. In so far as procurement within the province involves an element of compulsion with the ultimate sanction of Government behind it, it must continue to be in the hands of district officers. The effectiveness of any procurement plan must necessarily depend on the vigour and speed with which coercive measures are taken against those who seek to infringe the regulations. This cannot be ensured if the work of procurement is entrusted to the trade. The merchants would first have to report cases of infringement to Government for action, and this would involve delay and a duality of administrative authority, both of which would be fatal to the success of any procurement plan. As regards imports from the other provinces or from abroad in accordance with the quotas allotted by the Central Government, the work involves dealings and negotiations which can best be handled by departmental officers who can authorita-

tively act on behalf of the Provincial Government.

56. It was suggested to us by a non-official witness that a corporate body consisting of well known merchants with or without Government nominees should be formed to take over the work of procurement. We are not in favour of such a body whose activities would have to be restricted to procurement within the province while the extra provincial supplies which constitute by far the greater bulk would have to be obtained by Government. During the last completed year, 1945-46, whereas the total amount of grain procured within the province amounted to 4,33,500 tons as much as 6,46,000 tons had to be imported to meet the requirements of the province. Moreover, if the corporate body is not to become the preserve of some vested interests, it would be necessary to give representation to all the interests concerned such as Government, producers, tradesmen, consumers and transport. This would make the body unwieldy.

57. We do not feel convinced that handing over of the procurement work to the trade or a corporate body would in any way lead to an improvement either in the quality or quantity of foodgrains. This province is at the mercy of other provinces and has to take what they give. We are therefore definitely in favour of the continuance of State procurement. Considering the conditions under which a Government system works and the stake involved, the cost is not excessive, though of course at every point as much economy as is possible should be practised. We, however, recommend to Government the setting up of a committee in each district which would consist of representatives of the Civil Supplies Department, Revenue Department, Agricultural Department, the medical profession and the producers to advise on problems relating to procurement in that area.

Storage.

58. The next stage after procurement is storage. The following improvements on the storage side were suggested by members of the trading community who gave evidence before us :

(1) The godowns should be utilised to their fullest capacity.

(2) The foodgrains which are likely to deteriorate early should be disposed of first.

(3) The stocking of bags must be done in such a manner as to minimise loss due to deterioration during storage.

(4) Standardisation of bags should be done at the source of supply and not at the godowns.

(5) The loss due to refraction should approximate to the normal 4% allowed by the trade.

59. We have gone carefully into these suggestions and find that there is not much scope for further improvement on the lines indicated. In regard to the first suggestion our examination revealed that the godowns are in fact utilised to the best advantage in accordance with seasonal needs. In this connection it must be remembered that unlike private traders who first take in stock to fill their godowns to the maximum capacity and then distribute it, grain is constantly coming in and going out from Government godowns, particularly in Bombay where supplies intended for other provinces have to be temporarily stored. There is also the circumstance that Government storage is done in a manner which allows abundance of light and air in the godowns, which are periodically disinfected thus minimising weevil infestation.

60. The second suggestion too is actually followed by Government consistently with the necessity to issue as far as possible the various kinds of foodgrains required by the community. So far as the stacking of bags in the godowns is concerned we found that this is being done on a scientific basis and in actual fact storage losses have now been considerably reduced. The advice of the Government of India experts is also availed of by the officers in charge of storage. We would here suggest that the system now obtaining in Bombay whereby an Advisory Committee consisting of officials of the Civil Supplies Department and experienced men from the trade inspects storage arrangements and gives advice in connection therewith should be extended to other places where large stores are held and where similar arrangements for consulting experienced persons from the trade do not exist.

61. As for standardisation of bags at the sources of supply this is not possible since the purchases there are by weight and the retail distribution here is by measure. The refraction losses are kept within the margins laid down in the Government of India schedules for different food grains. The 4 per cent margin adopted by the trade for all food

grains is really an *ad hoc* ratio mainly meant for accounting purposes and not the margin of actual loss.

Distribution.

62. Coming to the final stage, namely, distribution to the consumer, we find that at present this is being done mainly through Government grain shops and authorised retail distributors. The suggestion of increasing the number of authorised retailers and their margin of profit is not acceptable to us, and we do not recommend it to Government. The Government grain shops have played useful part in the present food crisis, and it would be dangerous to dispense with them altogether in favour of the private trader. These shops have served as fair price shops for unrationed articles like vegetables and cocoanut oil and as focal points for distribution of articles like dalda and match-boxes when they suddenly become scarce. During the disturbances Government shops were the only shops that were functioning in certain areas. They have also been useful in introducing new kinds of food-stuffs such as dehydrated potatoes and vegetables. In these circumstances, it is necessary to continue Government grain shops in the interest of the general public except of course where they can be replaced by consumers' co-operative societies. The formation of such societies should be encouraged by Government by means of grants-in-aid to cover initial expenses. The Co-operative Department should, we feel, take an active part in organising such societies and in aiding them with their expert knowledge and guidance.

63. We have received some complaints regarding the impolite treatment received by the public at the hands of the staff of Government Grain Shops. We suggest that these complaints should be investigated and suitable remedial action taken.

Grading and Prices.

64. In the course of our investigations we found that, except in the case of rice, the commodities handled by the Civil Supplies Department are not graded according to quality. If this were done it would be possible to fix higher prices for the better grade supplies to be sold to those who being keen on quality would not mind paying more for it. This in its turn would enable Government to reduce the price of the lower grades to the advantage of the poorer sections of the community.

At present the rich and the poor are treated alike in this matter. Within the short time at our disposal it was not possible to go closely into the question and work out details. We recommend that further investigations along these lines should be carried out by Government.

Black Markets.

65. Black markets in rationed articles are attributed to the following reasons :—

(*a*) The Watch and Ward organisation in the Port Trust area is ineffective and leaves much scope for pilferage. The provincial Government have no control over this organisation,

(*b*) Existence of a large number of bogus ration cards secured by impersonation and falsification and

(*c*) Illicit imports.

We recommend that Government should take whatever steps may be possible to arrange for an improvement in regard to (*a*) and to eradicate (*c*). The general check up of ration cards now being done by Government will, it is hoped, eliminate (*b*).

Cloth Control.

66. It is an admitted fact that cloth control has been a practical failure. This is chiefly because such control as is contemplated by the scheme is exercised both by the Central and Provincial Governments without proper co-ordination between their respective agencies. We are emphatically of the opinion that the remedy for the serious cloth shortage in the country does not lie in decontrol but in more effective control. We are conscious of the fact that in view of the overall needs of the country any scheme of control must be formulated on an all-India basis. But for the enforcement of any scheme thus formulated it should be possible to set up a machinery by which more effective and continuous co-ordination beween the officers of the Governments concerned is ensured. We recommend that steps should be immediately taken towards this end so that the present position of a virtual lack of any control would be terminated. We have already recommended that the enforcement of all control orders whether issued by the Central or Provincial Government should be in the hands of the Provincial Department charged with the responsibility for enforcement.

Milk Department.

67. We next come to the Milk Organisation which is at present a part of the Civil Supplies Department but which, we consider, should eventually be attached to the Agricultural and Rural Development Department. From the official evidence tendered before us and the materials placed at our disposal we find that the Milk Department has been mainly organised for solving the milk problem in the urban areas on the basis of a more or less permanent plan. In the meanwhile certain short-term milk distribution schemes have been put into operation for the City of Bombay. We consider that for both the long-term as well as the short-term schemes the post of Milk Commissioner is unnecessary. The Supply Commissioner stated that over and above an expert some person with administrative experience is necessary to control the Department. We are not convinced of the necessity of a full time officer of the status of Milk Commissioner for the purpose. There are several departments of Government such as the Forests, Agriculture, Veterinary, Medical and Public Health which are managed by experts under the control of the administrative departments of the Secretariat. Following this basic structure of permanent departments we recommend that the Milk Department should be looked after by an expert under the normal administrative control of the Secretariat Department, for the present of the Civil Supplies Department. To this end we suggest that a Director of Civil Supplies may be added to the superior staff of the Civil Supplies Department. This officer should be in charge also of the Textile and Food Controller's Branches. The present post of Milk Commissioner should be abolished, and the post of Deputy Milk Commissioner transformed into that of a Milk Controller on the analogy of the Textile Controller. No addition should be made on this account to the present incumbent's contract pay which in our opinion does not err on the low side.

68. We also recommend the constitution at an early date of a statutory Milk Board representing all interests on the lines of similar Boards operating elsewhere. It should look after the acquisition and distribution of milk in Greater Bombay. The production end representing the dairy section should then form part of the normal activities of the Agricultural Department which might be expected to work in co-operation with the Milk Board.

Officers with Secretariat Status in the Civil Supplies Department.

69. We have examined the question whether it is possible to reduce the number of officers in the Civil Supplies Department invested with the status of Secretariat officers and also whether some of the Indian Civil Service Officers in that Department can be released for their normal duties elsewhere. After weighing very carefully the material placed before us, we recommend for the immediate future that there should be only three Indian Civil Service officers at the headquarters, *viz.*,

(1) The Supply Commissioner,

(2) The Director of Civil Supplies (Districts) as at present and

(3) Another Director of Civil Supplies for the Milk, Textile and Food Controller's branches as proposed in paragraph 67.

Further, the present post of Director of Civil Supplies (Accounts) held by an officer of the Indian Audit and Accounts Service should continue.

70. In addition to the Supply Commissioner, therefore, there will be three Directors of Civil Supplies. The distribution of work may be roughly as indicated above, but the Supply Commissioner may have the discretion of making any other distribution which he may find more convenient and conducive to efficiency.

71. We consider that an Indian Civil Service officer is no longer necessary to hold the post of Food Controller. The post of Joint Food Controller was created in view of increased inspection work and procurement of pulse quotas under the basic plan on Government account. The work of making direct purchases in other provinces has now practically ceased with the introduction of the basic plan and allotment of quotas to deficit areas, and the purchases are now usually arranged through the administrations of the areas concerned. The post of the Joint Food Controller therefore appears to be superfluous and should be abolished.

72. We considered the question whether it was necessary to continue the post of Grain Purchase Officer and whether it should as at present be held by an Indian Civil Service officer. With the co-operation of the district officers the maximum quantity of rice has to be procured on a voluntary basis from the coastal areas of the Kolaba, Thana and Bombay Suburban districts where levy measures are not prevalent. In view of this, we do not think that the existing position need be disturbed.

73. In the Milk Department there are three Assistant Directors of Civil Supplies. The long term plan is still to take shape. Control over cattle-feeds has been lifted to a considerable extent. We, therefore, recommend that the separate post of Assistant Director of Civil Supplies (Cattel-feeds) should be abolished and his work distributed among the two remaining Assistant Directors.

74. Corresponding reductions should be made in the establishments attached to the posts of various officers the abolition of which we have recommended above.

Publicity.

75. We are of opinion that information regarding new or amended orders of rationing should be supplied simultaneously to the Public Relations Officer and the Rationing staff so that the latter may not be at a disadvantage in explaining the orders in good time to the public.

76. Convenient means of propaganda like radio broadcasts and cinema slides should be freely employed for giving wide publicity to all rationing matters. For the smooth and efficient administration of a scheme of controls it is necessary that the public should be kept correctly informed about the situation and the reasons for relevant orders of Government.

Supply Accounts.

77. The position in regard to supply accounts is at all times very important because of the huge amounts involved and the rush conditions in which they are spent assume serious significance as the time for winding up the various supply schemes draws nearer. We have enquired into the present system of supply accounts in the Province. We have been assured that the position in so far as the city accounts are concerned is satisfactory. The same, however, cannot be said of the district accounts which suffer from the lack of co-ordinated and energetic

supervision. In regard to this we would make the following recommendations:—

(1) The supply accounts officers or supply accountants in the various districts should be of the following rank :—

A Class District	..	(As classified in paragraph 2 of the Finance Department (Supply) Resolution No. 725-Estt., dated 7th December 1945). Junior huzur deputy collectors.
B Class Districts	..	Senior mamlatdars.
C Class Districts	..	Junior mamlatdars.

Every attempt should be made to fill all the sanctioned posts so that in a crucial matter like this, the collectors may be able to count upon the assistance of experienced and permanent servants of Government.

(2) The accounts supervisors should be used for the purpose for which they are mainly intended (as described in Finance Department (Supply) letter No. L. 42/2354, dated 20th October 1945), and some means should be found by which the Director of Civil Supplies (Accounts) can keep himself informed of their activities and movements and of the results produced by them,

(3) The inspection parties of the Director of Civil Supplies (Accounts) should, as a rule, visit each district at least twice a year. To this end the number of inspection parties should, if necessary, be raised from 2 to 3. It should then be possible to divide inspection work on a regional basis, so as to save time spent in transit and minimise expenditure on travelling allowance.

(4) The Director of Civil Supplies (Accounts) should make arrangements for the periodical training of the Accounts Supervisors.

(5) One and the same person should in no case be appointed as a fair-price shop keeper and a godown keeper at the same time. This practice seems to be prevalent in one or two districts. It should be discontinued forthwith.

(6) Civil Supplies Department vouchers for transactions recorded in talukas should as a rule be filed in the offices of the collectors.

(7) Godown keepers should not receive payments for supplies issued from the godowns.

(8) With a view to avoid frauds the payment of transport charges should be centralised in district supply offices which should exercise the necessary administrative and accounts scrutiny before sanctioning payment.

We are concious that some of these recommendations will slightly add to the cost of the administration of the Accounts Section of the Civil Supplies Department. We are, however, convinced that this increase in direct cost will be more than made up by more efficient working of the substantive part of the activities of the Supply Department and will ultimately result in a more economical administration.

Training of Staff.

78. We find that, though the staff in Bombay City is given some sort of training, there is no provision for imparting systematic training to the staff in the districts. It is hardly necessary to emphasise the fact that proper training not only leads to higher output but also makes for more efficient and smooth working of the whole machinery. No doubt in the initial stages when the problems were new and had to be tackled at short notice, it was not possible to put the staff through a course of training; but now that the work has become more or less standardised it should be possible to evolve courses of training for all categories of staff. This will result not only in increase of efficiency but may in some cases lead to the employment of smaller staffs than at present. We accordingly recommend that training schemes be formulated for the staff employed by the Civil Supplies Department both in the city as well as in the districts.

The Bombay Government Secretariat Canteen.

79. For the last two years Government have been running a Square Meal Canteen for Government servants. We consider that this serves a useful purpose as it is not only a model to other employers but also meets a real need of the subordinate staff, particularly those coming into the city for work from the outlying suburbs. We therefore recommend that the Canteen should be continued, Government bearing as at present the overhead charges on account of establishment. Care should, however, be taken to see that there is no net loss to Government on its working. The tariff should accordingly be adjusted from time to time so as to secure this end.

80. The Government Grocery Stores too serves a useful purpose, and we do not recommend that the concern should be discontinued so long as it pays its way.

Nutrition Officer.

81. The Nutrition Officer and his establishment are at present attached to the Civil Supplies Department. In our opinion this staff should find a permanent place in the Public Health Department; but so long as the Civil Supplies Department lasts and continues to be responsible for the supply of food-stuffs, the services of the Nutrition staff should be at the disposal of that Department.

Machinery for continuous Scrutiny.

82. In a department like the Civil Supplies Department which employs such a huge army of temporary staff and in which the work is of a fluctuating nature, it is desirable in the interests of both economy and efficiency to have some standing and continuous arrangements for reviewing the rise or fall in work and for adjusting the strength of the staff accordingly. As we have already mentioned, two enquiries have so far been conducted, one by the Special Officer (Organisation and Method) and the other by the Civil Supplies Department Retrenchment Committee. We have also been informed that the Establishment Officer scrutinises all proposals for additional staff from the point of view whether the requirements cannot be met by internal readjustments. When controls are relaxed or abolished, contraction of the staff dealing with these controls takes place, we are told, almost automatically. There is, however, no agency whose duty it would be to look into possible sources of economy apart from the specific type of cases mentioned above. For example, it may have been necessary to engage a large staff in the initial stages because of the novelty of the work and lack of experience on the part of the personnel employed; but in course of time the work tends to become so routinised that the same volume can be handled by a smaller staff. Again a slight alteration in a printed form used by, say, the Rationing Department or an alteration in the procedure or method of work may result in substantial economics. At present there is no agency or authority, with the exception of the Supply Commissioner himself, whose function it is to be continuously on the look-out for such cases. We, therefore, recommend that such an agency should be set up either in the form of a committee of departmental officers or a special full-time officer.

VI—Strengthening of the Finance Department by addition of Cost Accountant.

83. We are concerned only with the first point in paragraph 4 of the Finance Department note which raises an important question of principle, namely whether any of the officers' posts in the Finance Department should be filled with persons having an expert knowledge of commercial or cost accounting. We consider that the actual method of recruitment to the post is a matter entirely for Government to decide in consultation with the Public Service Commission.

84. We have given careful consideration to the note and the departmental files placed before us. We had also an opportunity of discussing the matter with the Secretary and the Deputy Secretary, Mr. Mathrani. A statement showing the increase in the volume of references in the various branches of the Department was also perused by us. We are satisfied that from a quantitative point of view the activities of the department have expanded considerably owing to the post-war reconstruction schemes of Government coming up for financial scrutiny and that the immediate requirement of the department is an additional post of under secretary.

85. We, however, feel that the new post of under secretary should be filled by an officer having general administrative and financial experience and not by one whose principal qualifications are in the commercial or cost accounting spheres. Anything like a regular scrutiny of technical details from the accountancy or cost accounting angle would not only go beyond the scope of the normal activities of the department but would tend to impair the responsibility of the heads of departments in putting up schemes for administrative sanction. The main objects of keeping cost accounts are to ascertain the costs with a view to reduce expense rates by better organization, economy in design and elimination of waste and to supply records of past work as a valuable guide for future estimates. The need of appointing a cost accountant should arise, in our opinion, more appropriately at the time of the execution of a scheme than at the stage of preparing estimates, and accordingly it would be more appropriate to have posts of cost accountants attached to the offices of technical departments dealing with schemes of a commercial or semi-commercial nature. If at any time the expert advice of a cost accountant is considered necessary by the Finance Department in the

examination of any particular scheme the advice of a cost accountant from the Audit department or of a professional consultant having experience in that particular branch of trade or industry may be obtained preferably through the head of the department concerned.

86. Though we feel that the officers' posts in the Finance Department should not be filled by specialists, we are of the view that such specialised knowledge should be made available to the department at the assistants' level. We would, therefore, recommend that some posts in the latter class should be earmarked for persons having commercial and accountancy qualifications.

VII—Scheme for Absorption of Section-writers of the Judicial Department into Government Service.

87. We took as the basis of our deliberations an important statement made by the Honourable the Home Minister on the floor of the Assembly in February 1947 in reply to a resolution of Mr. B. J. Patel on the subject. The Honourable Minister gave an assurance that Government would have no objection to incorporate the section-writers in Government service, provided this did not entail any burden on the public revenues and a scheme was worked out so as to make the service self-supporting. After careful consideration of the various issues involved, we accept the principles that (1) as many of the section-writers as possible should be absorbed into Government service keeping in view the requirements of the district and civil courts and that (2) the service should be made self-supporting by increasing the surcharge on the copying and comparing fees.

88. We think that the incorporation of section-writers into Government service would be a step in the right direction. It should certainly remove an anomalous position under which the section-writers at present have to submit to the usual official discipline without enjoying any privileges conferred on public servants. They have to be regular in office attendance even when business is slack, have to take leave of absence from work and are subject to transfer within the district according to the requirements of the civil courts. It has also come to our notice that they have been expected to do part-time Government work without payment, when arrears of work accumulated in the courts require early disposal and even to loan their typewriters for Government

work occasionally. This irregular practice persists even to this day in spite of the clear orders of Government and the High Court to the contrary, as the district judges' request for increased staff in district and civil courts was rejected by Government under Home Department letter No. 1820/4-III-B, dated the 26th September 1940.

89. The number of section-writers to be absorbed in Government service should, in our opinion, be 526 as recommended by the Judges' Committee and not 450 as suggested by the Home Department. The Judges' Committee has arrived at the former figure by assessing the requirements of the district and civil courts on the basis of work which an average section-writer can be reasonably expected to do. They have taken the normal daily output of a typist to be 5000 words, which is below the Secretariat standard, namely 7500 words and appears to us to be a low estimate even allowing for the difficulty of transcribing illegible hand-writing, time lost in striking additional copies and the extreme pressure under which they have to work in season. We have, however, considered the fact that the work of copying in district and civil courts is likely to increase as a result of the transfer of the functions of the Debt Conciliation Boards to the district courts and will considerably increase if the separation of the judiciary from the executive, for which a Committee has been appointed by Government, is effected. If the latter reform comes into effect in the near future it is expected that the control of the magistracy will be transferred to the district judges and the copying work in criminal courts, which is now done by candidates for revenue clerical posts, will be transferred to the section-writers, thus providing enough work for them. We suggest that the scheme of retrenching 118 section-writers proposed by the Judges' Committee should be accepted, and the retrenched section-writers should have a prior claim to the vacancies which may arise hereafter in th at cadre.

90. There are overwhelming grounds in our opinion why the service of the section-writers should be kept separate from the district judicial cadre of clerks. Out of a total of 644 section-writers at present working in the district courts, only 158 are matriculates and thus possess the minimum educational qualification required for a clerical post in Government service and 179 are non-matriculates. The rest have no

knowledge of English and of these only 198 have passed the Primary School Certificate examination. The amalgamation of these section-writers in the district clerical cadre will not only bring down the efficiency in the district courts but will also create complication in fixing their seniority with regard to the clerks already in service. Government will also have to increase the number of upper grade clerical posts in the district cadre in order to provide chances of promotion to these section-writers without affecting those of the regular clerks. But there is a more fundamental reason why the section-writers should form a separate cadre by themselves. The nature of the work done by the section-writers is of a mechanical type, and their responsibility is not only less than that of a dealing clerk, but also does not increase with the passage of years. It is for this reason that we recommend the restriction of the maximum of the pay scale for the English section-writers to Rs. 105 in the post-war pay scale Rs. 46—3—85—E.B.—4—125—5—130 which is being proposed for clerks. We are, therefore, of the opinion that the section-writers should not be interchangeable with the district staff and should form a separate cadre. We further recommend that future recruiment to this cadre should be confined to qualified persons only, namely those who have either passed the Matriculation or the Primary School Certificate Examination.

91. In suggesting a suitable pay scale for the section-writers we had to reconcile two opposing considerations. As the increased cost of the scheme owing to the proposed revision of pay scales was to be borne by the litigant public in the shape of an increase in copying fees, the pay scales had to be limited so as not to throw an unnecessarily heavy burden on the litigant public and increase the already heavy cost of justice. On the other hand we had to bear in mind not only the increased cost of living but also the pay scales proposed for Government servants possessing equivalent qualifications and doing similar work. We note that the section-writers in the Prothonotary's Office in the High Court get the clerical scale. It should, however, be noted that copying and comparing fees in the original side of the High Court are nearly double of what they are in the Mofussil Courts and that the total income of the High Court from this source is appreciably higher than the expenditure involved in granting the clerical scale to the section-writers. In view of this practice prevalent in the High Court and the fact that the general

post-war scale proposed for clerks in the mofussil is Rs. 46—3—85—E.B.—4—125—5—130, we recommend that the English section-writers should be given the pay scale Rs. 46—3—85—4—105. The maximum is limited to Rs. 105 for reasons explained in paragraph 90. Their average pay in the proposed scale works out to Rs. 77 and compares favourably with the average earning of Rs. 60 calculated by the Judges' Committee. For the regional language section-writers we recommend the scale proposed for upper grade talathis in the Revenue Department namely Rs. 40—3—85. The average pay in this case comes to Rs. 66 as against the average earning of Rs. 45 worked out for them by the Judges' Committee. These scales should prove satisfactory in view of the fact that the section-writers will not only get dearness allowance to meet the increased cost of living but will also enjoy the usual benefits of Government service, namely security of service, regular pay and pension and provident fund benefits.

92. The cost of the scheme inclusive of leave and pension charges and dearness allowance comes to Rs. 7,82,000 approximately. The cost also includes the house rent allowance which will have to be given to section-writers working at Ahmedabad, Poona, Sholapur and Surat and compensatory local allowance at Ahmedabad. A deficit of Rs. 3,29,000 has, therefore, to be made good by raising the surcharge on copying and comparing fees. The surcharge necessary in this case has been worked out to be 85 per cent and 28 per cent with and without the dearness allowance and including the 25 per cent surcharge already sanctioned by the High Court on the 10th July 1946. We, however, feel that there is a justification for charging part of this cost to the general revenue, as the services of the section-writers, when they become Government servants, would be legitimately available for part-time Government work in disposing of accumulated arrears or in making paper-books in criminal and civil matters for appeal and revision applications made to the High Court. We are informed that the value of the part-time service rendered by the section-writers in the past was estimated in the year 1940 at Rs. 80,000 per annum by the High Court. Government can now legitimately expect similar kind of service from these section-writers in future, the present value of which can be safely put at Rs. 1,20,000 in view of the increased pay scales recommended for clerks. We, therefore, recommend that the surcharge on the copying and comparing fees should be raised only by 55 per cent (including the surcharge of 25 per cent

already levied by the High Court) and that the remaining cost of the scheme, which is approximately Rs. 1,20,000, should be met by Government from the general revenues. The surcharge on copying fees to be borne by the litigant public is not unreasonably heavy in view of the very steep all round rise in prices and costs.

93. We think that the following questions can more appropriately be dealt with by the Home Department in consultation with the Finance Department according to rules already obtaining and in the light of precedents :

(1) The rate of compensation to be granted to section-writers, whose services will be dispensed with ;

(2) Whether full pensionary benefits should be given to those who have only a few years to go before superannuation ; and

(3) The fixation of the initial pay of section-writers to be absorbed in Government service at an appropriate stage in the pay scales proposed by the Committee.

VIII—Reorganisation and Strengthening of Control Orders Police.

94. Our advice has been sought by Government on the following points :—

(i) The necessity of constituting a special police force for the enforcement of Control Orders ;

(ii) Strengthening of the special police staff already sanctioned by Government ; and

(iii) Rate of special pay to be granted to the staff on the above force.

95. We are not generally in favour of any scheme of constituting a special police force for a special class of offences, which relieves the ordinary police of their normal duties of detection and investigation in respect of such offences. Whenever such a special force is created to deal with any special class of offences, it is common experience that there is an undesirable tendency on the part of the ordinary police to regard the detection and investigation of such offences as no part of their normal work. Any such scheme is therefore fraught with two dangers, firstly that the special force, with a limited strength, may be unable to cope

with all the work connected with that special crime, this being scattered all over the province and, secondly, such a force with its limited number is more likely to be influenced by the vested interests than the ordinary police. We, however, see no objection to the creation of such a special police for the investigation of any special class of crime, provided this does not absolve the ordinary police from responsibility at all stages for keeping watch, giving intelligence and conducting investigation in respect of such crimes. The special police will only reinforce the ordinary police and assist it by taking over the investigation of only such cases which, either on account of specialised technique being required to unravel the crime or on account of its complicated nature, cannot be expected to receive justice at the hands of the ordinary police, which are already full with other activities.

96. It is seen from the record that the original proposal of the Inspector General of Police was not free from the objections raised above. According to the scheme suggested by him, "the local police stations would be relieved of the duty of registering, and unless specially deputed for the purpose, of investigating all such offences, and the local sub-divisional police officers would hand over the supervision of such cases to the Control Orders Branch Deputy Superintendents of Police". Under this arrangement the ordinary police would only be in charge of prosecution of the offenders in control orders and have custody of the *muddemal* (property) connected with them. The Inspector General of Police has, however, assured us in our personal interview that he has no intention of absolving the ordinary police of their responsibility to detect and investigate offences under the control orders. He stated, in fact, that without their assistance it would be physically impossible for the Control Orders Branch Police in a district, even when augmented as proposed, to detect offences and enforce controls in any effective manner. We note that the continuance of the Control Orders Police has, moreover, been recommended by the Collectors' Conference held on the 8th February 1947. Subject to the stipulation, therefore, that the ordinary police should share with the special force the responsibility of detecting and investigating breaches of control orders, we agree that the Control Orders Branch Police may be continued.

97. In respect of the proposed increase in the strength of the Special Branch, we feel that the proposals of the Inspector General of Police are necessary for improving the efficiency of the Branch.

98. In regard to the rates of special pay for the Control Orders Branch Police, the Inspector General of Police explained that the nature of work of the special police was similar to that done by the Criminal Investigation Department Police and pressed that the allowances should be the same for the staff of both these forces. The special pay proposed by his predecessor for the Control Order Branch Police is, however, less than that admissible for the Criminal Investigation Department Police but higher than that given to Intelligence Branch Police. In view of the somewhat specialised nature of the work done by the Control Orders Branch Police, we think that the rates of special pay recommended by the former Inspector General of Police are not unreasonable.

IX—Secretariat Typists.

99. This reference has arisen out of a representation made by the Secretariat typists to Government that they should not only be given a special pay for typing, but also that they should be allowed to participate, along with the Lower Division clerks, in the promotion to every fourth vacancy in the Upper Division which is reserved for the Lower Division clerks. The grievance of the matriculate typists, that notwithstanding the fact that at the time of their recruitment they have not only the minimum educational qualification for recruitment as Lower Division clerks but also an additional qualification of knowing typing, they are debarred from promotion to the Upper Division, seems to be well founded. The ground on which they are so debarred seems to be that typing is mechanical work, and that they have seldom opportunities of picking up any knowledge or experience which is likely to be useful for work in the Upper Division. We feel that the same considerations would apply to the Lower Division clerks who also, according to the present practice, are given only such mechanical work as searching, finding previous references, etc., and are not generally given any noting work. It is for this reason that we have decided to recommend that the Lower Division clerks should be given simple noting work and should be tried in officiating vacancies, in order to enable their superior officers to judge their fitness for promotion to a vacancy in the Upper Division. We are of the opinion that an amalgamation of the separate cadres of lower Division clerks and matriculate typists in the Secretariat under the conditions specified below would not only remove the grievance of the matriculate typists, but should also prove advantageous to Government.

100. If for recruitment to this new combined cadre typing is made a preferential qualification, it will be possible to have in the Secretariat a bigger pool of clerks knowing typing. A special pay of Rs. 10 for typing work should provide the necessary incentive to such of the clerks as know typing to work in the typing branch. Matriculate typists should be freely interchangeable with searchers and when working as searchers they should be given simple noting work. With this experience they should be eligible for being tried in an officiating vacancy in the Upper Division along with the searchers. We understand that the system of interchanging clerks and typists has worked satisfactorily in the Accountant General's office, and there is no reason why it should not do so in the Secretariat. It is also expected that this chance of further promotion to a vacancy in the Upper Division will attract suitable and well qualified typists to the Secretariat, of whom there is such a dearth now.

101. We are of the opinion that non-matriculate typists should not be recruited as far as possible, and if at all recruited, they should not be held eligible for special pay and promotion to an Upper Division vacancy. We therefore recommend that:

(*a*) The two cadres of typists and lower division clerks in the Secretariat Departments should be amalgamated into one cadre.

(*b*) In recruiting persons to this combined cadre knowledge of typing should be made a preferential qualification.

(*c*) In order to induce persons who are matriculates to work as typists, a special pay of Rs. 10 per month, in addition to the common scale of pay for typists and lower division clerks in the Secretariat, should be sanctioned to clerks working as typists, provided they have passed the Public Service Commission test in typing.

(*d*) All matriculates on the combined cadre should be held eligible for promotion to Upper Division of the Subordinate Secretariat Service.

(*e*) Non-matriculate typists should not be recruited as far as possible, and, if recruited, should be debarred—

(i) from being posted as clerks,

(ii) from the special pay suggested at (*c*) above and

(iii) from promotion to Upper Division.

APPENDIX E.

REPORT OF MESSRS. IBCON LTD.

At the invitation of the Bombay Government Administrative Enquiry Committee, an investigation has been made by this Company in respect of the "Health and Local Self-Government" and the "Education and Industries" departments of the Bombay Government Secretariat.

The purpose of the investigation was—

(*a*) to demonstrate the approach and functions of an "Organization and Methods (O. & M.) Department," as a potential new unit in the Bombay Government organization; and

(*b*) to disclose to the Committee the existing effectiveness of selected departments.

On the basis of these findings, the Committee would consider a recommendation to Government as to the desirability, or otherwise, of establishing an "O. & M. Department".

General Findings.

Effectiveness of the Dealing Staff.—By dealing staff is meant the dealing superintendents, dealing clerks and typists, all of whom are concerned with direct productive work. These categories comprise 66 workers in a total personnel of 122 in the two departments.

The work performance or "loading" of these groups was found, by time study, to be about 80 per cent of standard. Although some room for improvement does exist, these findings compare very favourably with other Government and business organizations, which have been studied.

Ratio of non-productive to Productive workers.—This ratio is far too high. For 66 workers directly concerned with cases, there are 56 non-productive attendants as follows:—

Production workers.			*Service workers.*		
Dealing clerks	...	39	Receipts clerks	...	2
Dealing Superintendents	...	12	Issue sections ...	...	14
Typists ...	...	15	Filing section clerks	...	21
			Confidential clerks	...	2
			Cashiers ...	...	2
			Searchers ...	...	13
			Superintendents ...	...	2
		66			56

If the peon staff were included as service workers, the total non-productive staff would be 87 for 66 direct operatives.

While it is appreciated that there may be unavoidable limitations in Government procedure, it is nevertheless thought that herein lies very considerable scope for improvement.

Filing operations are a major problem in that there are five registration, filing and searching clerks for every ten dealing clerks. Another way of indicating the position is to observe that there are 34 clerks in these categories to handle 300 receipts per day. It is not intended at this stage to enter into a detailed discussion, but it is evident that a thorough review of the present procedure is warranted.

A second major problem is the issue sections, comprising 14 clerks in the two departments, whose primary functions are examination, registration and despatch of outward mail. We would recommend that the O. & M. Department investigate the practicability of centralizing despatch for the Secretariat, with printed envelopes, franking machines and compound despatches for common addresses.

Period of Disposal.—Studies were made to ascertain the number of days required to dispose of a receipt, a temporary control sheet being introduced during the period of study for this purpose. The average period obtained was 127 hours, equivalent to 18 full working days.

This figure is high ; and compares with an average figure of four days which we discovered at General Head Quarters Delhi. The condition is possibly surprising in view of the excellent standard of performance of the dealing groups ; and is mainly attributable to the very large number of steps through which a receipt passes before final disposal. A second factor is that of infrequent and irregular clearances, resulting in delays not only in transit but also in receiving attention due to bulk despatches at each stage.

It is thought possible (*a*) to reduce the number of steps from 30 to 13, and (*b*) to reduce the period of storage at each stage by more frequent clearances. With these measures, and with suitable production controls, the tentative objective should be an average of not more than six days per receipt.

Allocation of Responsibility.—It is to be noted that there are twelve superintendents in the dealing branches for thirty-eight dealing clerks; representing approximately one superintendent for every three clerks. This ratio is high, a more reasonable figure being 1 to 8.

The reason for this condition is that the superintendents, who basically are supervisors, are actually doing direct case work. This practice is questioned in that it not only entails a high supervision ratio, but also affects the superintendent's capacity in respect of his primary function of general supervision. The tendency is for the superintendent to assume the more difficult cases, thus overloading himself and possibly underloading his staff; and depriving himself of the opportunity for training his junior staff.

The present dealing branches are comprised of a superintendent and three dealing clerks or assistants. It is considered that the objective should be a much larger group, namely a basic branch organization of eight clerks and a superintendent, with the latter relieved of direct case work and concentrating on the supervision and training of his staff.

Division of Work.—Individual branches are now dealing with particular sets of subjects. This is good as it leads to specialization. However within the branches there is no specialization, the tendency being for all papers to circulate to each clerk in the branch with a view to familiarizing each assistant with all branch subjects.

This practice creates unnecessary movements with resultant delays; and it is considered advisable to specialize within the branches as far as possible.

Officer Loading.—It was our observation that the officer staff is over loaded.

The work of an Assistant Secretary, by actual study, was found to be an average of 33 cases per day. This work alone occupied practically his full time and left little scope for consultations and supervision.

The primary factor is that Government rules require all disposals, of whatever nature, to be signed by an officer. By examination it was found that between 30 per cent and 40 per cent of the total receipts

were of a purely routine nature and could be disposed of at the superintendent level. Examination of this policy is suggested.

Equipment Facilities.

Internal Telephones.—To reduce delays in transacting routine work, to curtail peon traffic, to eliminate as far as possible the very large volume of floating notings and memoranda, and to economise the time of both officers and assistants; the installation of an internal telephone system is strongly recommended.

Filing Cabinets.—The present filing cabinets are wooden almirahs with fixed shelves. A second factor is the inadequacy of storage facilities for active and pending cases within the branches.

The introduction of standard steel, vertical suspension, drawer type filing cabinets would not only improve the appearance of the offices but also reduce the time now spent in "searching".

Minor Items of Office Equipment.—In an office of this size there is scope for the use of simple mechanical devices, such as envelope sealing machine, franking machines, automatic receipts stampers for incoming mail (to eliminate manual posting) and visible card records for ready file references; which would both facilitate the work of the departments as well as economise in respect of labour.

Departmental Layout.

The departmental layout should be such that the Assistant Secretary is in direct contact with the superintendent or superintendents, who are functioning as his foremen. For this reason it is desirable that the Assistant Secretary be located at the head of the branch room, and that the flow of work be in production channels originating at his desk.

Conclusion.

The ultimate objective, and the basis for judging the effectiveness, of the O. &M. Department would be a 20 per cent reduction in the total wage bill, and an improvement in the "disposal period" from 18 days to 6 days maximum.

In the subsequent section of the report we describe the organization and functions of an O. & M. Department.

In the addenda we have included a typical case of methods alteration based on motion study.

THE ORGANIZATION AND METHODS (O. & M.) DEPARTMENT.

Constant improvement of methods and facilities is essential, and to be expected, in any progressive organization. However if there is to be progress, management must be given an instrument of progress. The O. & M. Department is that instrument.

The department would be a permanent unit in the Secretariat, designed not for sporadic enquiries, but rather for constant and progressive studies aiming at more efficient operation of all the departments.

We have indicated in the foregoing the broad approach to potential investigations. More specifically, the functions of the O. & M. Department may be defined as follows :—

1. 'Method' investigations, based on time and motion study; and supervision of the implementation of procedure modifications.

Includes simplification of routing; determination of the best division of duties between branches; elimination of duplicate working, particularly as concerns the Secretariat and its external departments, amalgamation of duties where possible; and fundamental changes in procedure.

2. Office layout and facilities.

3. Standardization of forms; as for instance simple routine issues calling for reports, administrative approvals, orders to collectors printed envelopes, etc.

4. Establishment of work load standards and progressive assessment of staff requirements.

5. Collection and presentation of control statistics, with reference to the clerical 'index of performance' and the 'disposal period,' both as regards the Secretariat and its external agencies.

6. Control of the 'central despatch' and 'central messenger, systems, if ianugurated.

7. Definition and supervision of a clerical training scheme and a staff 'suggestion' scheme.

ORGANIZATION OF THE O. & M. DEPARTMENT.

1. The department should be headed at secretary level, to provide suitable authority for inter-departmental relations.

2. Under the Secretary are proposed two time and motion study officers at Assistant Secretary level. It would be desirable that at least one of these officers be an engineering graduate.

3. The subordinate staff would be approximately three typist clerks for control duties.

The total cost of the O. & M. Deparment would be Rs. 3,600 approximately per mensem.

SUPPLEMENTARY NOTE.

The foregoing report was discussed, in draft, with the Administrative Enquiry Committee on 30th August. Further particulars on three points raised by the Committee are given below :—

I. The basis of classification of work—

From the point of view of work done in the Secretariat, receipts fall into the following categories of cases :

(*a*) *Non-actionable.*—i.e., receipts on which no action is necessary, e.g., copies for information, tour programmes, interim replies on which no immediate action is required. These are initialled by the Superintendent or Assistant Secretary and filed.

(*b*) *Routine.*—i.e., receipts, action on which is simple and stereotyped. These can be disposed of by a simple note or draft and do not go beyond the Assistant Secretary, e.g., requests for supply of stationery.

(*c*) *Average.*—i.e., those which need a detailed note and draft to be put up. The similar types are disposed of by the Assistant Secretary but the majority of these go up to Deputy Secretary level. These may be called the normal actionable cases.

(*d*) *Difficult.*—i.e., cases involving questions of policy, co-ordination of various view points calling for discussion at higher levels—e.g., discussion on draft bills, consideration of reports of expert committees etc.

The number of movements, and average dealing times, increase progressively from categories (*a*) to (*d*).

II. Nature of an average of 33 cases which an Assistant Secretary handles per day—

Of the 33 cases handled by an Assistant Secretary 30 are disposed of by him and 3 are passed on to the Deputy Secretary with comments. The majority of the 30 cases disposed of are of a routine character, while the 3 sent up would fall into the 'average' category. In addition to this, the Assistant Secretary

(*a*) examines and notes instructions on 80 letters 'in post.'

(*b*) passes down 18 cases from higher officers to the Branch after noting action taken.

(*c*) examines and signs 40 outgoing letters.

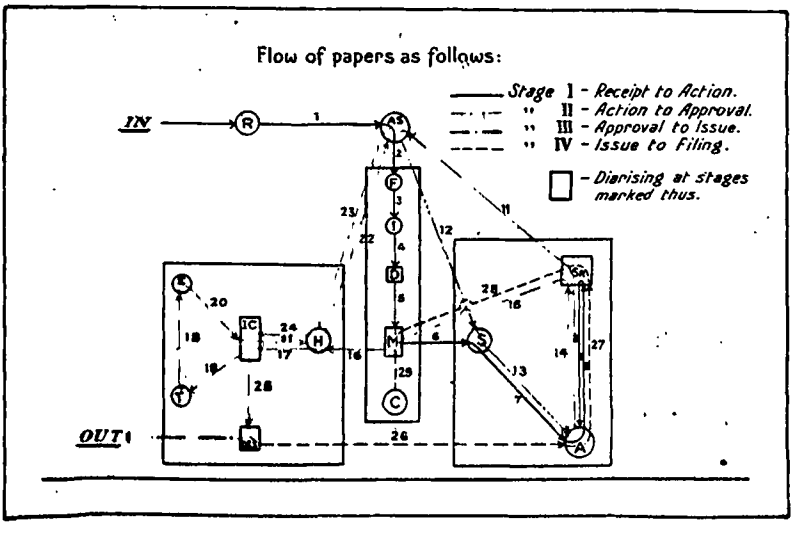
III. Details of the total cost of the Organization and Methods (O. & M.) Department—

Category of staff.	Total number.	Average Salary (plus Allowances) per mensem.	Total expenditure.
		Rs.	Rs.
1. Secretary	1	1,500	1,500
2. Assistant Secretary ...	2	750	1,500
3. Assistants	3	200	600
Total expenditure per mensem ...			3,600

ADDENDA.

Discussion on Flow of Papers.

Present set-up designed to suit the Maxwell system—Maxwell separates the purely routine work from case dealing and all routine work is centralized in the Filing Section. In practice this has led to the Filing Section assuming an importance in the scheme of things out of all proportion to its usefulness. Every time a receipt passes into or out of a dealing branch it goes via the Central Filing Section. In addition to a card index of files, movement cards are maintained for each receipt.


Flow of papers as follows:
Stage I - Receipt to Action.
" II - Action to Approval.
" III - Approval to Issue.
" IV - Issue to Filing.
- Diarising at stages marked thus.
IN
OUT

The diagram illustrates the movements of a single actionable case. The various stages are explained below.

1.	*Receipt Clerk*	... (R)—Receive, stamp date, sort by branches, mark branch on receipt, send up to Assistant Secretary.
2.	*Assistant Secretary*	... (AS)—Peruse, note instructions, send to File Section.
3.	*Superintendent, File Section.*	(F)—Receive, distribute to index clerks.
4.	*Index Clerk*	... (I)—Find relevant index card, (make out new card if necessary), note file number on receipts.
5.	*Diarist*	... (D)—Record particulars in Register, give serial number, note serial number on receipt.
6.	*Movement Clerk*	... (M)—Find movement card, if one exists, or prepare fresh card, note movement, pass on to Branch.
7.	*Branch Superintendent.*	(S)—Peruse, mark to Assistants, circulate—(note own cases in work sheet).
8.	*Assistant*	... (A)—Peruse, note own cases in work sheet, pass to searchers.
9.	*Searcher*	... (Sr)—Diarise, note Assistant to whom marked and date, pass on to Assistant. (find file if necessary and attach).
10.	*Assistant*	... (A)—Take action—simple note and draft for approval—pass to searcher.
11.	*Searcher*	... (Sr)—Mark movement in Register, send to Assistant Secretary.
12.	*Assistant Secretary*	... (AS)—Approve draft, send to branch.
13.	*Superintendent*	... (S)—Note action and orders, send to Assistant.
14.	*Assistant*	... —Note instructions to issue, pass to searcher.

15. *Searcher* ... —Copy instructions to issue in Register, hand over to movement Clerk.

16. *Movement Clerk* ... (M)—Mark movement, pass on to Head of Issue Section.

17. *Head of Issue Section* ... (H)—Inspect, give date, note instructions to typist.

18. *Issue Clerk* ... (IC)—Enter particulars in Register, pass on to typist.

19. *Typist* ... (T)—Type issue, pass on to examiner.

20. *Examiner* ... (E)—Check typed matter.

21. *Issue Clerk* ... Counter check attached enclosures and arrange papers in order and pass to Head.

22. *Head of Issue Section* ... Inspect; send to Assistant Secretary.

23. *Assistant Secretary* ... Sign, return papers to Issue Section.

24. *Head of Issues* ... Check to see everything is signed and is in order.

25. *Issue Clerk* ... Mark date of issue in Register, pass to despatcher.

26. *Despatcher* ... (Des)—Enter Despatch Register, despatch fair copy, stamp office copy and send case back to Branch.

27. *Assistant* ... Note and pass on to searcher for filing.

28. *Searcher* ... Mark off Register, pass to File Section.

29. *Movement Clerk* ... Note movement on card, pass case on to compiler.

30. *Compiler*— ... (C)—Arrange papers in the relevant file, return file to shelf.

Criticism—

A. Too many small "movements" resulting in—

(*i*) large 'storage time'- (e.g. assuming an efficient messenger system clearing papers every half hour from each stage, minimum disposal time is 15 hours, i.e. nearly 3 working days).

(*ii*) difficulty in tracing papers.

(iii) as 'stages' are inter-dependent, there is more likelihood of stoppages and delays due to any one of them not functioning properly or breaking down (due to absence etc.) than in a system with a smaller number of such 'movements.'

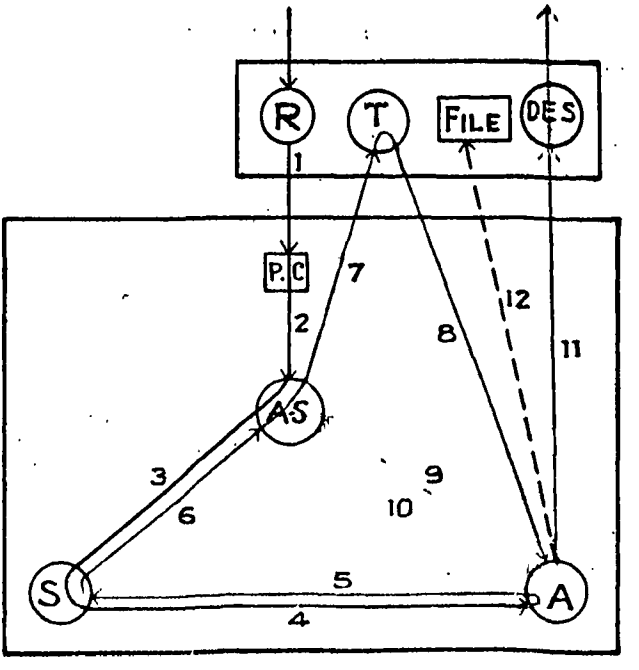
B. 5 registrations (or recording of movement.) ... (1) Diarist.
(2) Movement Clerk.
(3) Searcher.
(4) Issue clerk.
(5) Despatcher.

(not to mention work sheets kept by Superintendents and Assistants.)

C. Much more difficult to control than one in the fewer stages.

Against this, we recommend the flow outlined below :—

Main stage.	Present		Proposed	
	Step.	Movement.	Step.	Movement.
1. Pre-action ...	10	9	5	4
2. Action ...	4	4	4	4
3. Type and issue ...	12	12	3	3
4. Filing ...	4	4	1	1
Total ...	30	29	13	12
Registration ...	5		1	



The movements in this flow are as follows :—

1.	*Receipt Clerk* ...	(R)—Receive, stamp date, sort by Branches, pass to Branch.
2.	*Branch Progress Clerk* ...	(PC)—Sort by groups, enter register strip, place strips on control boards, pass dak on to Assistant Secretary.
3.	*Assistant Secretary* ...	(AS)—Peruse, note instructions.
4.	*Superintendent* ...	(S)—Peruse, mark assistant, distribute.
5.	*Assistant* ...	(A)—Get file, if necessary, consulting cardex and/or Central File Section, take action.
6.	*Superintendent* ...	Pass action.
7.	*Assistant Secretary* ...	Approve, send to typist.
8.	*Typist* ...	(T)—Type 2 copies, send to Assistant.
9.	*Assistant* ...	Check (date fair copy) put up to Assistant Secretary.
10.	*Assistant Secretary* ...	Sign, send case back to Branch.
11.	*Assistant* ...	Send fair copy to Despatcher, docket and file office copy, send file back to Central File Section.
12.	*Despatcher* ...	(Des)—Despatch fair copy.
12a.	*Central File Section* ...	Receive file, extract information on to Index Card, place file back in Cabinet.

APPENDIX F.

SUMMARY OF RECOMMENDATIONS.

Figures in brackets refer to paragraphs of the Report.

CHAPTER IV.

PUBLIC EXPENDITURE.

1. An order of priorities in public expenditure should be instituted. (67.)

2. Some delimitation of the field of reconstruction activities and some slowing down of their pace are made necessary by the revenue position and by the continuing inflationary trends. (70).

3. With a view to evoke from the people the highest measure of self-help in local self-government activities, a policy of maximum possible decentralisation, financial as well as administrative, should be followed. (71).

4. In deciding priorities among reconstruction items of expenditure, their productive nature should be taken note of. (72).

5. Expenditure on commercial investment should be undertaken by Government in times of incipient depression, and not in times of continuing inflation. (73).

6. Government should arm themselves with a survey of the sources of income and pattern of expenditure of the people whom they tax and seek to benefit. It will also be necessary to maintain the results of the survey up to date for facilitating long term budgetary planning. (75).

7. It is necessary to undertake a systematic plan for reducing the burden of temporary staff. Departmental enquiries should be instituted for that purpose. (76).

CHAPTER V.

STATE TRADING.

8. No schemes proposed to be entrusted to statutory boards should be started on departmental lines before such boards are appointed. (82).

9. Distribution and marketing of milk should be organised on a self-supporting basis by public corporations which should function in close co-operation with the dairy development section of the Agricultural Department. (83).

10. A public corporation is the best instrument of state trading. (85).

11. The governing body of a corporation should be a small functional board appointed by the Minister. (86).

12. Ministerial control over a public corporation should as a rule be limited to matters of general policy. Interference in internal organisation or administrative detail should be avoided. (87).

13. The corporation should be given the benefit of cheap borrowing on Government account or with Government guarantee. (88).

14. There should be statutory provision for previous consultation with the advisory committees where they exist before the limits of rate variations are altered. (89).

15. Service under a corporation should not be treated as service under Government. (90).

16. The corporation should select its technical staff through committees of experts set up for that purpose. (90).

CHAPTER VI.

Secretariat Organisation.

17. The regrouping of Secretariat departments should be in accordance with the principle of homogeneity. (96).

18. The Health and Local Government Department and the Education and Industries Department should be split up into four departments, namely, Public Health, Local Self-Government, Education and Trade and Industries. (97).

19. A Department of Trade and Industries should be created to deal with the Industries and Fisheries sections of the Education and

Industries Department and with the trading activities of Government. (98).

20. To the Department of Trade and Industries should be transferred Electric Grid, Motor Transport, Distilleries, Government Printing Presses and the Distribution of Milk. (98).

21. Minor Irrigation should be transferred back to the Public Works Department. (98).

22. Forests should be transferred from the Revenue to the Agricultural Department. (98).

23. Sales Tax should be dealt with in the Revenue Department. (98).

24. Justice should be transferred from the Home Department to the Legal Department. (98).

25. A separate Bureau of legislative drafting should be constituted under an officer having special qualifications in drafting. (98).

26. Three posts of legal assistants borne on the cadre of the Legal Department should be sanctioned each in the Revenue, Home and Local Government Departments. (98).

27. The allotment of housing accommodation should not be made in the Secretariat, but should be entrusted to an officer under the Housing Commissioner. The Accommodation branch should then be transferred to the Labour and Housing Department. (98).

28. The Chief Secretary, having been relieved of a number of miscellaneous subjects, should co-ordinate the business of all departments and function as Cabinet Secretary on the British model. (101-102).

29. All Secretaries to Government, including the Secretary Public Works Department, should be drawn from the Indian Civil or Administrative Services. (116).

30. The posts of secretaries, deputy secretaries and under secretaries should be tenure posts for three years. The term of a secretary may be extended to five years for special reasons. (118).

31. No secretary, deputy secretary or under secretary not promoted from the Secretariat establishment who has completed his tenure should be re-employed in the Secretariat in any capacity unless he acquires fresh district experience. (118).

32. Twenty-five per cent of the posts of under secretaries should be earmarked for deputy collectors. (120).

33. Secretaries should draw pay according to their time-scale *plus* special pay of Rs. 250 per mensem, subject to the guarantee given to existing members of the Indian Civil Service. (122–123).

34. Routine cases and matters governed by set rules should be finally disposed of by secretaries. (125).

35. Executive functions should not be transacted in the Secretariat *ab initio*. The advice of the head of the department should not be questioned by the secretary or his deputy on technical grounds. (126).

36. Joint or additional secretaries are unnecessary. (127).

37. Deputy secretaries should be replaced by under secretaries except in the Finance Department and possibly the Revenue Department. (127).

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CHAPTER VII

Secretariat Procedure.

38. Assistant secretaries should primarily attend to office supervision, control of staff and accounts and should not ordinarily note on files. (130).

39. Assistant secretaries should form a committee for handling the Organisation and Method work of the Secretariat. (131).

40. Superintendents should be relieved of original noting work and should confine themselves to supervision. (133).

41. Branches could then be increased in size and those that are dealing with allied subjects should be amalgamated. (133).

42. When a reference concerns more than one branch, the initiating branch should send a complete typed note specifying the points on which

the opinion of other branches is required. The case should ultimately be received and submitted by the initiating branch after removing any inconsistency. (136).

43. A similar practice should be followed when cases are sent to other departments. (137).

44. Personal discussion should be more frequently resorted to in preference to continued noting. (137).

45. "Urgent" and "Very Urgent" labels should have the name of the department printed or stamped on them. Every officer affixing them should initial and date them. Superintendents should be held responsible for seeing that these labels are attached and removed at proper stages. (138).

46. Indexing and recording of movements of cases should be done by the general duty clerk in the branch itself. (139).

47. The filing section should consist of one receipt clerk, two filing clerks and one general duty assistant-cum-librarian. There is no need for separate posts of issue clerks whose work should be done by the examiners. (140).

48. The Registry should be placed in charge of a senior assistant. (140).

49. Files should be classified according to the decimal system adopted in libraries for numbering and locating books. (141).

50. General duty clerks should be given simple noting work and tried in officiating vacancies before promotion to the Upper Division. (142).

51. Matriculate typists and clerks should form a combined cadre. Knowledge of typing should be made a preferential qualification for recruitment. (143).

52. Non-matriculate typists should not be recruited. Those already engaged should not be promoted to the Upper Division. (143).

53. Establishment Proposals of the Finance Department should be referred for scrutiny to the Political and Services Department. (144).

54. Notes of other departments should generally be removed before a file is sent outside the Secretariat. (145).

55. Pending construction of a modern building, the Elphinstone College building should be utilised to house some of the Secretariat departments. (146).

56. A department should be located as a homogeneous unit on a floor of the building. Its layout should be such that the assistant secretary can supervise the work of the staff. (146).

57. Such mechanical devices as inter-departmental telephone connections, franking machines and steel filing cabinets should be introduced. (147).

58. The Secretariat should have a central library and reading room in charge of a trained librarian. (148).

CHAPTER VIII

Divisional Commissioners and Board of Revenue.

59. Divisional Commissioners should be replaced by a Board of Revenue consisting of three members from the Administrative Service. The Board should act individually for routine matters and collectively for important subjects. (157).

60. The Board should advise Government in matters involving a change in policy or affecting general administration. (157).

61. The Board should function as the chief executive authority of revenue-earning departments and administer all provincial taxes. It should replace the Revenue and Sales Tax Tribunals. (158-159).

CHAPTER IX

District Administration.

62. The developmental activities of Government in a district should be co-ordinated by the collector who should hold periodic meetings of district officers. To these meetings some members of the district local board should be invited. (167).

63. District officers should remain in regular touch with the collector and keep him posted with important activities in their departments. (168).

64. District local boards should be the principal non-official agency for association with the district administration. (169).

65. After the separation of the judiciary from the executive "executive" magistrates should continue to conduct "chapter" proceedings. (173).

66. Some of the collector's treasury functions should be delegated to treasury officers. (174).

67. Where there are no branches of the Imperial Bank, treasury work may be entrusted to banks approved by Government. (174).

68. A separate accounts service should be constituted for district treasuries. There should be a separate cadre of treasury officers who should be trained by the Accountant General and controlled by the Board of Revenue. (176).

69. To assist the collector in the disposal of routine work, personal assistants should be appointed in smaller districts. In bigger districts like Poona and Ahmedabad additional collectors should be appointed. (178).

70. Collector's power of sanctioning contingent expenditure should be raised. (180).

71. A sub-divisional officer should reside in his sub-division. (181).

72. The collector should not reserve to himself any powers unless particular circumstances so require. (182).

73. There should not be more than two sub-divisions in a district. (183).

74. Village officers should be given training in the collection of accurate information and its correct tabulation. (184).

75. To conserve village economy reasonable wages may be granted to petty village officials. (185).

CHAPTER X

PROVINCIAL DEPARTMENTS.

I—Education.

76. The Director of Public Instruction should not be given the status of a secretary to Government. His office should neither be amalgamated with the Secretariat nor formed into an attached office. It should remain in Poona. (186–187).

77. Educational officers being technical men should not normally be employed in the Secretariat. (188).

78. The appointment of an Educational Adviser outside the structure of the department is not ordinarily desirable. (189).

79. Class I posts in the collegiate branch should be replaced by professorships on a tenure basis. (193).

80. Professors' posts should be filled by direct recruitment and be held on contract for a period of five years. Lecturers in Clsss II will be eligible to compete for them, but will have no claim to them by reason of seniority. (196).

81. The selection of professors should be made by the Public Service Commission with the help of an assessor. (197).

82. The Director of Public Instruction should be an officer of the administrative branch. (203).

83. Collegiate officers should be allowed to apply for transfer to the administrative branch after about ten years' service. (203).

84. As college accounts are simple, a separate service of college accountants is not necessary. Clerks in charge of college accounts may be given training in the Accountant General's office, if necessary. (205).

85. When appointing college principals unnecessary transfers should be avoided, even though this may mean the passing over of the most senior professor in the department. The special pay of principals should be converted into a compensatory allowance. (206).

86. After sufficient progress is made with its development, primary education should be entrusted to the control of local bodies who should be given sufficient sources of revenue to meet the cost. (207).

87. Posts of administrative officers should be abolished. (208).

88. Before assuming control of secondary schools in too much detail, Government should decide whether they are in a position to meet eventually a larger proportion of their cost. (209).

89. All control of technical education should be unified and should ultimately be placed under a Deputy Director of Public Instruction. Pure trade schools may remain with the Director of Industries. (210).

90. Officers of technical departments should supervise the teaching of technical subjects. (211).

II—Co-operation.

91. The promotion and direction of producers' societies such as co-operative farming societies, industrial co-operatives and co-operative fisheries should be under the appropriate technical department. (213).

92. The village industries section should ultimately go to the Industries Department. (213).

93. The status of the Registrar should be raised so as to place him on a footing of equality with the Director of Agriculture and the Director of Public Instruction. (218).

94. The Registrar should be styled the Chief Registrar of Co-operative Societies. (225).

95. The Registrar should be relieved of work in connection with the Money-lenders Act. Pending this action, such work under the Act as falls to the Registrar should be distributed between him and his subordinates. (225).

96. The two posts of Joint Registrars, one for the Co-operative Department proper and the other for Village Industries should be converted into posts of Deputy Chief Registrars. (224–225).

97. The marketing organisation should administer the Weights and Measures Act. (226).

98. The marketing organisation should eventually be separated from the Co-operative Department and organised on a provincial basis under the Trade and Industries Department of the Secretariat. (226).

99. The supervision of the deputy registrars should extend to all sections of the department. (227).

100. The duplication in the functions of the village industries section and those of the Provincial Industrial Co-operative Association should cease. (228).

101. Posts of assistant registrars should be abolished. (228).

102. Each district should be put under a district co-operative officer, either of senior or junior grade, according to the importance of the district. They should supervise the marketing inspectors and district village industries officers wherever they exist. (228–229).

103. The responsibility for audit and supervsion of urban co-operative societies should be transferred either to the reorganised Provincial Co-operative Bank or to the Co-operative Banks Association. (230).

104. Financial assistance in the shape of loans to village industries should be given through banks rather than through the departments. (231).

105. The assistance of recognised non-official bodies like the Provincial Co-operative Institute should be taken in organising new societies. (232).

III—Agriculture.

106. All the activities of the Agricultural Department should be under the control of a single Director. (233).

107. There should be a Joint Director for the Animal Husbandry and Veterinary branch. (234).

108. The Deputy Director for Land Development and the Agricultural Engineer should be under the Director. (234).

109. The design and construction of minor irrigation works should be retransferred to the Public Works Department. (237).

110. Lift irrigation, well-sinking, bunding, etc. should be administered by the Agricultural Department. (237).

111. A Junior Civil Engineer should be appointed to assist the Deputy Director for Land Development. (237).

112. The existing four permanent posts of functional deputy directors should be converted into three posts of territorial deputy directors and one post of Deputy Director Administration attached to headquarters. (238).

113. The Dairy Development Officer should be placed under the Joint Director, who should be responsible for milk production. (239).

114. Multiplication of subordinate officers for separate kinds of agricultural activity should be avoided. (239).

115. Seniority of officers promoted to specialists' posts in class I should be determined according to their seniority in class II. (241).

IV—Forests.

116. The Chief Conservator in addition to his own duties should take charge of one circle. (242.)

117. No special cadre of Forest accountants is necessary. Accounts clerks should be trained in consultation with the Accountant-General. (243).

118. A survey of all forest resources should be made and maintained up to date. (244).

119. Villagers should be educated in forest matters. (245).

120. Research connected with grasses suitable for growing in forest a eas should be carried out in co-operation with the Agricultural Department. (246).

121. Government should themselves cut and remove grass which villagers neglect to utilise. (246).

122. A training school for rangers should be established within the Province. (247).

V—Public Works Department.

123. There should be one Chief Engineer assisted by two deputy chief engineers, one for roads and buildings and the other for irrigation. (248).

124. 'Superintending engineers' posts should be abolished. (249–252).

125. If minor irrigation works are urgent and the normal strength of a division is unable to cope with them, then special sub-divisions may be opened. (253–254).

126. When in one district or in adjoining districts three or four special sub-divisions for minor irrigation are created, a new Public Works division may be opened. (253).

127. The recommendations of the Irrigation Inquiry Committee in respect of concentrated intensive irrigation should be given effect to. (255).

128. The powers of sanction of Public Works Department officers should be liberalised. 256).

VI—Police.

129. The Police administration requires to be improved in three ways :

(*a*) The police should be relieved of some of their routine duties so as to enable them to concentrate on serious crime ;

(*b*) More scientific aids to detection should be adopted ; and

(*c*) The general standard of education in the force should be raised. (257).

130. Matriculates recruited as constables may be given three years' seniority and candidates who have passed the First Year or Intermediate examination may be recruited as head constables. (257).

131. The Inspector General of Police should be the administrative head of the Bombay City Police. (258).

132. Powers of sanctioning prosecutions and hearing appeals from non-gazetted staff against the orders of district superintendents of Police should be finally delegated to the deputy inspectors general of Police. (259).

133. The Inspector General of Police should issue a circular instructing the ordinary police that they would be responsible for detecting all offences, including those for which special branches exist. (260).

134. The enforcement of prohibition in the mofussil should be entrusted to a special branch of the provincial police for the first few years. A post of Deputy Inspector General of Police should be created to supervise the branch. (261).

135. Borough municipalities should be encouraged to organise a local police force. (262).

136. Each village should be provided with a locally recruited but trained and uniformed policeman. (263–264).

137. Direct recruitment to posts of deputy superintendents should be stopped. Recruitment should first be made to sub-inspectors' posts, and the more promising sub-inspectors and inspectors should be selected and given higher professional training for deputy superintendents' posts. (265).

138. Promotion in the police force should be based on positive selection and tests administered by departmental boards. (265).

139. The Nasik Police Training School should be so expanded as to provide training for all head constables and refresher courses for sub-inspectors. (265).

VII—Medical and Public Health.

140. The present Medical and Public Health Departments should be amalgamated and placed under one Director of Health Services. (266).

141. The Director of Health Services should have the assistance of two deputies, one of whom may be dispensed with in course of time. (267).

142. Supervision by divisional officers should be enforced for at least some time. In addition to the existing functional Assistant Directors in charge of Malariology and Epidemic Diseases, three assistant directors of health services (one for each division) should be appointed for supervising all activities except the working of divisional hospitals.. (268).

143. All health service activities in a district except control of divisional hospitals should be under the district officer of health services. (269).

144. A well equipped and fully staffed hospital should be maintained in each division at the place where medical colleges have been or will be established. The administrative control of the college and hospital should be placed in the hands of a dean, who should be responsible to the Director. (270).

145. Special provision should be made for training and refresher courses for the staff. The present arrangements in Bombay for instruction in public health should be reorganised into an Institute of Public Health, at which both serving officers and post-graduate students will be trained. The three divisional colleges should serve as training centres for the subordinate personnel of the Department. (271).

146. Private practice should be abolished, but regulations may be made to enable medical officers to visit patients at their homes in places where there are no other registered practitioners. (272).

147. In making recruitment to medical services and in applying efficiency bars increasing emphasis should be placed on post-graduate training. In future recruitment possession of a public health diploma or degree should be insisted upon. (273).

148. Honorary appointments should be distinguished from part-time service. The normal rules and procedure for recruitment should be followed in making part-time appointments. (273).

149. Speedier expansion of medical facilities should be achieved by giving grants-in-aid to private hospitals, especially in rural areas. (275).

150. Facilities for the medical education of women should be increased. (276).

151. Manufacture of drugs at the Haffkine Institute should be separated from research and placed under a competent manager. (277).

152. Government should bring home to local bodies their responsibility in maintaining local health units of all types. To the extent to which local bodies shoulder these responsibilities, overnment should withdraw from the field and give grants conditional on the maintenance of minimum standards of efficiency. (278).

VIII—Labour.

153. The independent post of Commissioner of Labour should be revived. (281).

154. The directors and deputy directors should then be styled deputy and assistant commissioners respectively. (281).

155. The Commissioner should himself deal with Labour Information; no separate post of deputy would be required. (282).

156. Government should gradually withdraw from the field of labour welfare, other than social welfare activities conducted by appropriate departments, Government should issue labour welfare orders and then transfer the responsibility for labour welfare to the hands of labour and management. The Labour Welfare Department should then be reduced in size. (283).

157. The Labour and Industrial Courts and the Commissioner for Workmen's Compensation should be placed under the Secretariat Department of Law and Justice. (284–285).

158. The labour officers should be placed under the Deputy Commissioner for Labour Administration. (286).

159. More attention should be paid to the inspection of seasonal factories. (287).

IX—Industries.

160. The district staff of the department should be confined to those places where it has sufficient scope for activity apart from the field covered by the village industries organisation. (288).

161. Work relating to the grant of industrial loans and their repayment should be entrusted to co-operative banks. (289).

162. The enforcement of the Weights and Measures Act should be entrusted to the Marketing section of the Co-operative Department. (290).

163. The service conditions attaching to the post of Industrial Engineer should be improved. (291).

164. Industrial information collected by the department should be made readily available to interested parties and its scope widened. (292).

165. Information regarding availability of raw materials in the province should be compiled in co-operation with the Agricultural and Forest Departments. (292).

166. The provincial scheme for a test house and standardisation should be so designed as to fit in with the All-India scheme. (294).

167. Village industries should ultimately be transferred to the Industries Department. (295).

X—Fisheries.

168. The department should do everything possible for the uplift and welfare of the fishermen community and should give due attention to getting them equipment and technical assistance. (296).

169. Refrigeration plant and insulated transport should be either entrusted to a co-operative society of fishermen or managed departmentally on a self-supporting basis. (297).

170. Research should be conducted in collaboration with the scientific talent available outside the department. (298).

171. Loans to fishermen should be granted through the medium of co-operative societies. (299).

XI—Excise.

172. The Excise Department should be wound up as soon as total prohibition takes effect. Any tendency to allot prohibition duty to an excise officer should be discouraged. Decrease in excise work should be accompanied by corresponding reduction in staff. (300).

173. The post of Excise Commissioner should be abolished forthwith. A post of Director of Excise in the senior time-scale of the Indian Civil or Administrative Service with special pay should be created and continued until prohibition becomes absolute. The Deputy Commissioner of Sales Tax should simultaneously be renamed Director of Sales Tax. (301).

174. Enforcement of prohibition should be transferred to the regular police. Suitable or specially trained excise staff should be absorbed in the Police Department for this purpose. (303).

175. The social welfare side of the prohibition programme should be carried out through a semi-official organisation. (304).

176. If the appointment of a whole time Government officer to deal with the prohibition programme is thought necessary, he should be made chairman of the Co-ordinating Committee of the Provincial Prohibition Board. (304).

177. Propaganda and ameliorative work should be done in co-operation with the Adult Education Board, the Labour Department and the Co-operative Department. (305).

XII—Backward Classes.

178. In view of the enactment of the Habitual Offenders Restraint Act, the staff employed in nine small criminal tribes settlements and four colonies should be retrenched in due course. (308).

179. There is no justification for setting up a district organisation for the Backward Class Department, whose main function is welfare and ameliorative work and not direct administration of relief. (310).

180. The responsibility for giving scholarships and lump sum grants should rest with the Director of Public Instruction, who should select the beneficiaries in consultation with the Backward Class Officer. (312).

XIII—Prisons.

181. The jail service should be recruited from persons who have received special training in sociology. (314).

182. For group III and group II posts of jailors, persons with sufficient academic knowledge should be selected and given training in a sociological course, either departmentally or through an institution Recruitment to posts of group I jailors and superintendents should be made from persons who have received a diploma in social science after a good honours degree. Group I jailors and superintendents should be granted revised class II and class I scales respectively. Special pay should be attached to the posts of Superintendents of Central Jails. (315-316).

183. A medical officer of suitable status drawn from the medical services should be attached to each jail. He should be given a special allowance. The civil surgeon should be called in for serious cases. (317).

184. The services of a psychiatrist should be made available in an honorary capacity. (317).

185. Power units in jails should be limited to the requirements of Government. (318).

186. The system of giving jail labour on hire to contractors outside the jail should be stopped. (318).

XIV—Judicial.

187. The gazetted staff of the High Court should be appointed on the advice of the Public Service Commission. When a competitive examination is held for the recruitment of clerical staff in all Government offices in Bombay, the clerks in the High Court should also be recruited through that channel. (319).

188. When recommending civil judges for inclusion in the select list for promotion to assistant judge, the High Court should also communicate the grounds for the supersession of those who are passed over. In the alternative, a member of the Public Service Commission should be associated with the judges in preparing the select list. (320).

189. An additional or assistant sessions judge should hold his court from time to time at the headquarters of each sub-division. (321).

190. Government should aim at providing a combined civil and criminal court in each taluka. (322).

191. Court vacations should be abolished. (323).

XV—Statistics.

192. Statistical assistants should be appointed in the Departments of Industries and Labour, or some departmental officers may be trained in a course of statistics. (325).

193. A small statistical section should be attached to the Public Health Department for the compilation of vital statistics. (325).

194. The Provincial Bureau of Statistics should be strengthened and re-organised to co-ordinate and guide the statistical work done in all departments and to provide a liaison between the Central and Provincial Governments. (326).

XVI—Sales Tax.

195. The district portion of the Department should be strengthened by appointing the collectors as ex-officio assistant commissioners (deputy directors) and by creating a new cadre of assistant sales tax officers. (328).

196. Issue of cash memo and maintenance of accounts should be made compulsory by legislation. (330).

XVII—Town Planning.

197. The Town Planning Act should be amended at an early date so as to strengthen the department in guiding the growth of suburbs and towns. (331).

198. There should be better co-ordination between the Housing and the Town Planning Departments in regard to matters relating to layout and location of housing schemes. (332).

XVIII—Motor Vehicles.

199. The police should co-operate with the Motor Vehicles Department in checking fitness certificates of vehicles and non-compliance with the conditions of licence. (333).

XIX—Stamps.

200. Steps should be taken to amend the Court Fees Act so as to validate the previous practice under which an officer of the High Court assessed the probate duty. (334).

XX—General.

201. The provincial departments should be so organised as to group together those activities which pursue common objectives or render similar services and place them under the control of a single administrator. (337).

202. Expert advice should be provided by the appointment of specialist deputies. (339).

203. Functional supervising staff is desirable generally. Supervision should, however, be organised territorially in departments where the district officers belong to a lower grade of service or the pattern of district administration is not well established. (340).

204. Multiplication of subordinate officials in a district for separate kinds of work under one department should be kept to a minimum. Even when special staff is appointed, the responsibility of a district officer for all the activities of his department in the district should remain. (341).

205. Loans recoverable in instalments spread over a fairly long period should be made through banking institutions and not through departments. (342).

CHAPTER XI.

SERVICES.

206. Recruitment to the higher administrative and subordinate services should be by open competition through the Public Service Commission. (344.)

207. For technical departments also competitive examinations should be introduced if the scale of recruitment is large. (345).

208. Government should prepare a list of posts involving high responsibility. Promotion to these should be made by positive selection. (346).

209. Fifty per cent of the posts in the cadre of mamlatdars and deputy collectors should be filled by open competition. (347).

210. In selecting officers to fill the 25 per cent of the superior posts of the Indian Administrative Service reserved for deputy collectors no distinction should be made between directly recruited and promoted officers. (347).

211. A standard form for confidential reports as suggested should be introduced. (348).

212. Shortages of staff should be met by the following methods:

(1) Recruiting persons with minimum qualifications and training them;

(2) Relaxation of age limit; and

(3) Recruitment of persons who have gained experience in private employment.

(4) An officer should be paid the minimum of the time scale during probation. (349-350).

213. For the reabsorption of retrenched staff age limit should be suitably relaxed, and a separate register should be maintained in the employment exchanges. (351).

214. omen should be equally eligible with men for employment except where they are unsuitable for physical reasons. They should be encouraged to take service for which they have special aptitude such as teaching, medicine, stenography and library work. (352).

215. Special facilities should be provided for women posted in the mofussil. (353).

216. For posts specially reserved for women, pay should be fixed so as to attract suitable candidates. In other posts the principle of equal pay for equal work should be followed. (354).

217. Intensive courses of training should be organised. If there are no facilities in the province for training, officers should be deputed for special studies in other parts of the country and abroad. Study leave may be given freely to officers during the early part of their career. (355).

218. Efficiency of administration will increase if all officers are properly trained before they take up their duties. (357).

219. Training of clerical staff in the Secretariat and other offices will have to be organised at Bombay and at divisional centres on lines suggested. (358).

220. Heads of departments should be asked to frame special courses for the clerical staff in their offices. Confirmation of clerks should depend on certificates which should be based on tests held from time to time during the course. (359).

221. Where technical instruction is to be imparted, training should be arranged departmentally on a systematic and practical basis. (360).

222. Manuals of Acts and departmental procedure should be brought up to date and made available on an adequate scale. New compilations may be prepared where necessary. (361).

223. Training in procedure should be combined with training in objectives. (363).

224. An incentive to meritorious service should be provided by some form of public recognition. (366).

225. A convention should be established that in disciplinary cases the advice of the Public Service Commission will ordinarily be accepted by Government. (368).

226. Members of the Public Service Commission should be given statutory protection in regard to security of tenure. They should be given the salary of a High Court judge with a special pay of Rs. 250 to the chairman. The age of retirement should be 63. (369-370).

227. In the case of a Commission consisting of three members, it should be provided that at least one member should be a serving or retired officer. (371).

228. An element of continuity should be assured by making appointments to casual vacancies for the full period of five years. (371).

229. Only the following types of appointments should be excluded from the purview of the Commission :

(*a*) Appointments made by the Governor in his discretion, and

(*b*) Appointments which are essentially political. (372).

230. The order of preference recommended by the Commission should ordinarily be adopted. If Government differ, the reasons should be ommunicated to the Commission and its further advice taken before making the appointment. (374).

CHAPTER XII.

Local Self-Government.

231. Day to day guidance and supervision of local bodies should be through a statutory non-official board representative of the local bodies themselves. (381).

232. To achieve this object, the Local Self-Government Institute should be converted into a Local Self-Government Board by modifying its constitution as suggested. (383-385).

233. Chief officers, health officers, engineers and chief accountants of borough municipalities and district local boards and chief officers of district municipalities should be formed into suitable cadres in each division. The control of these cadres should vest in the executive committee of the Board. (386).

234. Recruitment to these posts should be made in consultation with the Public Service Commission. (387).

235. Government should retain emergency powers, powers of supersession and powers in regard to changes in the constitution of local bodies, taxation and sale of property. (388).

236. On the abolition of divisional commissioners, such of their powers as cannot be delegated to the Local Self-Government Board should be distributed between the Board of Revenue and the Collectors. (388).

237. Audit of local accounts should continue to be conducted by Government, but its enforcement may be delegated to the Local Self-Government Board. (388).

238. In case the required co-operation is not offered by the local bodies, or if after a trial of, say, five years, it appears to Government that the Board has not been a success, Government should appoint their own agency for the guidance and supervision of local bodies. (389).

239. The district rural development boards should be abolished, and their functions should be transferred to the district local board. (391).

240. The constitution of the district local boards should be amended so as to include a few nominated and ex-officio members. (392).

241. The members of the district local board in each taluka with one or two nominated members from the locality should form a taluka committee. (393).

242. The Provincial Rural Development Board may continue. (3 94).

CHAPTER XIII.

Miscellaneous.

243. An officer with district experience should examine the procedure in a few typical Government offices. On receipt of his report, Government should decide whether an Organisation and Method Department should be created. (395).

244. All staff directly recruited for the personal offices of the Ministers and Parliamentary Secretaries should be engaged only during the pleasure of the Minister or Parlimentary Secretary concerned. All such appointments should be non-pensionable. (396).

245. Amenities like piped water supply and septic tanks should be provided in official residences in the mofussil. (397).

246. The question of providing basic articles of furniture in official residences should be examined again. (397).

247. Khansamas should be appointed in important district bungalows. (398).

248. More use of mechanical aids like franking machines, calculating machines, cash registers and typewriters should be encouraged. (399-400).

249. A system of electric clocks, governed by a master clock, should be introduced in the Secretariat. (401).

250. Telephone communication among a larger number of officers and places, especially in the mofussil, should be established. (402).

251. Only one peon should be detailed for duty at the Secretaries' residences. (404).

252. The general administration report should continue to be published annually. Its preparation should be entrusted to a special officer as hitherto. (406).

253. Bills introduced in the Legislature should invariably be accompanied by a memorandum stating the financial implications, if any. (407).

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